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REVIEW OF ECONOMIC AND SOCIAL
CONDITIONS IN AFRICA,
1988 - 1989

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The Economic and Social Conditions in Africa in 1988 - 1989

1. Overall Performance

In addition to agriculture, areas of the greatest potential for growth in 1988 and 1989 were also in the mining and manufacturing sectors. Largely on the strength of its production output of mining sector rose by 7.4 per cent and 6.4 per cent, while manufacturing value added increased by 5 per cent and 4.4 per cent in 1988 and 1989 respectively. Higher oil and metal prices helped to alleviate acute foreign exchange shortages and revitalize the import of essential inputs and necessary consumer goods in primary-exporting countries, although only a few countries were able to take full advantage of the improved prices in view of the structural rigidities in the mining sector. The [illegible] in the crises of debt and debt servicing afflicted the economies of African region and other developing countries, which continue to adversely affect resumed growth, including among others, disincentive to production investments and deterioration in basic infrastructure, worsening debt situation, deteriorating terms of trade, capital flight and the consequent erosion of the stock of fixed capital. The sensitivity of resumed growth to weather conditions and the instability of international trade underscores the fragility and continued vulnerability of African economies to exogenous forces and, hence, the need for broad-based transformation and structural change in Africa.

Table 1

GDP growth in sub-regions and economic groupings, 1987-1989
(In annual percentage)

	1987	1988	1989
Central Africa	[illegible]	3.4	[illegible]
East Africa	[illegible]	[illegible]	[illegible]
North Africa	[illegible]	[illegible]	[illegible]
West Africa	[illegible]	[illegible]	[illegible]
OPEC members	[illegible]	[illegible]	[illegible]
Non-OPEC	[illegible]	[illegible]	[illegible]
LDCs	[illegible]	[illegible]	[illegible]
Oil-exporting	[illegible]	[illegible]	[illegible]
Non-oil-exporting	[illegible]	[illegible]	[illegible]
Developing Africa	[illegible]	[illegible]	[illegible]

Source: ECA secretariat.

2. The Sub-regional Picture and Economic Groupings

There were substantial differences in performance among sub-regions, groupings and countries (see Tables 2 and 3). At the sub-regional level, East and West African sub-regions continued to show rates of growth exceeding the regional average, with the 1989 outcome better than in 1988. In contrast, GDP performance in the Central and North African sub-regions continued to be weak, with the rate of growth of GDP well below that of population.

Growth in the least developed countries, after falling to 2.5 per cent in 1988, picked up in 1989 to reach the growth rate of over 3 per cent that obtained in the preceding two years. The oil-exporting countries also improved on their performance, registering a growth rate of 3.1 per cent in 1989, following a growth rate of only 1.0 per cent in 1988. The African UMEC members in particular registered remarkable recovery, from -1.1 per cent in 1987 to 1.2 per cent and 3.6 per cent in 1988 and 1989 respectively. The performance of the non-oil exporting countries, on the other hand, remained erratic, ranging from 0.2 in 1987 to 4.6 in 1988. Similar variations arise when the situation is compared on the basis of magnitudes of growth rates over the years. As table 3 shows, the number of countries showing negative growth has continuously fallen while those registering rates of growth of 3-4 per cent have progressively increased. However, about one-third of the countries continued to show rates of growth of between zero and 3 per cent. On a country-by-country basis, only few countries were able to sustain remarkable levels of growth.

Table 1.

Frequency Distribution of African Countries according to Growth Rate of GDP, 1987-1989

Growth	1987	1988	1989
Negative	15	8	6
0 - 2	13	15	15
3 - 4	8	4	12
4 and above	14	20	13

Source : ECA Secretariat.

3. Main Domestic Sectors

3.1 Agriculture

As noted earlier, favourable weather conditions during the last two years were instrumental in lifting the rate of growth of agricultural value-added from 1.5 per cent in 1987 to 2.5 per cent and 3.1 per cent in 1988 and 1989 respectively. The major beneficiary was food production. Cereals output is estimated at about 90.3 million tons in 1989 which, although slightly lower than the bumper 1988 crop, is about 15.1 percent higher than in 1987. Cassava production is also estimated to have increased by 5 per cent. Notwithstanding the improved food supply situation, significant quantities of food aid will still be required, particularly in some Sahelian countries, Sudan, Ethiopia, Mozambique and Angola either on account of drought and/or the disruption of production facilities by civil strife and the incidence of refugees and displaced persons.

Regarding commercial crops, the substantial fall in cocoa prices to a 14-year low and coffee prices to a 17-year low had a significantly adverse impact on the development momentum of cocoa and coffee exporting African countries, with severe losses in foreign exchange earnings, government revenues and producer incomes.

Table 4

Growth in Agricultural Value-added by sub-region and Economic Grouping
1987-1989
(in percentages)

	1987	1988	1989
Central Africa	0.6	3.3	1.6
East Africa	2.6	2.5	4.1
North Africa	1.7	0.8	3.6
West Africa	1.2	3.7	2.3
OPEC Members	2.7	3.0	2.6
Non-OPEC	0.7	3.3	3.3
LDCs	2.8	2.7	3.0
Oil-exporting	2.9	1.2	2.8
Non-oil-exporting	1.5	3.6	4.3
Developing Africa	1.5	2.2	3.1

Source: ECA secretariat

3.2 Manufacturing

Improved agricultural input supply and higher export earnings have facilitated further growth in manufacturing value-added, although the growth rates of only 2.- per cent, 4.3 per cent and 4.- per cent achieved in 1987, 1988 and 1989 respectively, hardly indicate a real recovery in Africa's nascent and relatively small manufacturing sector. Significant capacity remained underutilized and the structure of industry stagnant and unbalanced.

Table 3.

Growth in the Value-added of the Manufacturing Sector by Sub-region and Economic Grouping, 1987-1989
(In percentages)

	1987	1988	1989
Central Africa			
East Africa			
North Africa			
West Africa			
OPEC Members			
Non-OPEC	3.6	.9	.0
LDCs	5.3	4.9	3.8
Oil-exporting	1.9	3.9	5.6
Non-oil-exporting	3.2	5.1	3.8
Developing Africa			

Source: ECA Secretariat

3.3 Mining

The situation in the mining sector has been mixed. In terms of output, growth has slowed down from 2.2 per cent in 1988 to 2.4 per cent in 1989. There was a modest rise in oil production, all of which has been accounted for by the OPEC members. But the production of non-fuels hardly increased during 1989. However, both fuel and non-fuel minerals have posted significant increases in prices: oil prices increased from an average of $14.9 a barrel in 1988 to $18.0 a barrel in 1989, while the prices of almost all major non-fuel mineral products registered noticeable increases as well. The major difficulty with the mining sector is its traditional structural limitations and the shortage of foreign

exchange for imported inputs all of which have continued to constrain output.

4. The External Sector

There was some improvement in the overall trade balance, from a deficit of $11.3 billion in 1988 to a deficit of $9.2 billion in 1989, which, in terms of exports, represents a fall in the deficit/export ratio from 19.6 per cent to 13.7 per cent but is still higher than the ratio of 11.4 per cent registered in 1987. It is to be emphasised however that this deficit was incurred at higher levels of exports and imports in 1989. Export earnings in 1989 were estimated at $67 billion, an increase of 16.1 per cent over the $57.7 billion recorded in 1988. Similarly, the value of imports increased by about 10.1 per cent to about $76 billion.

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Table 4

The External Sector: Summary Indicators

	1987	1988	1989
Trade Flows			
Exports ($ billions)	56.1	57.7	67.0
Imports ($ billions)	50.5	69.0	76.0
Trade balance	-6.2	-11.3	-9.2
Commodity Prices1/(percentages)			
All Commodities	20.8	-13.7	19.7
Non-oil Commodities	-0.5	2.3	1.8
Beverages	-21.7	-11.6	-13.0
Minerals and Metals	1.3	21.5	10.6

Source: IMF, International Financial Statistics (various issues) IMF, Primary Commodities: Market Development and Outlook, July 1989 and ECA estimates.

1/ Base: 1980=100

The rise in exports and imports in 1989 reflects largely rises in unit values of 19.4 per cent and 12.4 per cent respectively, as export and import volumes have both fallen, by 3.1 per cent and 2.4 per cent respectively. The increase in export earnings arose from higher oil prices and the sustained recovery of minerals and metal prices, notably those of copper, phosphates, bauxite and iron ore. The rise in export earnings might have been much higher but for

the catastrophic falls in beverages prices by a further 13 per cent following falls of 21.7 per cent and 11.6 per cent in 1987 and 1988, respectively.

Africa's external debt and debt-servicing position grew worse in 1989. The total stock of debt increased from $230 billion in 1988 to $250 billion in 1989, an increase of about 8.7 per cent. Debt-service obligations are currently estimated at about 40 per cent of export earnings. Africa's deep economic problems have been compounded by the region's rising debt burden which is now becoming the major contributing cause of curtailed economic growth.

4. Outlook for 1990

Economic prospects for 1990 will critically depend, as was in the past, on both internal as well as external factors. Of particular significance during 1990 are the weather situation, the progress in the implementation and sustainance of effective policy reforms and the developments in the international economic environment.

Should the weather continue to be favourable in 1990, and there are indications to this effect, and provided African governments continue to pursue reform policies along the lines advocated by AAF-SAP, agriculture growth would most probably pick up from the present 3.1 per cent to about 4 per cent.

Although 1989 saw an improvement in Africa's trade sector, the forecast of decline in the GDP growth rate in the OECD countries, Africa's major trading partners, from 3.4 per cent to 2.7 per cent in 1990 leaves very little scope for optimism regarding the immediate-term prospects for Africa's external trade and an early solution to its external resource problem. Under the circumstances, most of the impetus for growth would have to emanate from internal sources, notably from the agricultural sector and from higher utilization of existing capacities, especially in the manufacturing and services sectors. Given the above hypotheses, the agricultural sector, as noted earlier, will grow by about 4 per cent, while manufacturing and the services sectors will grow by about 5 per cent and 3 per cent respectively. As a result, the overall growth of the African region would be about 3 per cent. This rate could however rise to about 4.5 per cent provided there are significant improvements in the world economic environment and the easing of the external resource constraints which will facilitate improved capacity utilization and the intensification and sustainance of the policy reforms envisaged in AAF-SAP.

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PROGRESS REPORT ON THE FOLLOW-UP ON AAF-SAP

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INTRODUCTION

1. In resolution 676 (XXIV), which adopted the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP), the ECA Conference of Ministers specifically requested for a number of important follow-up actions. These included:

(a) submission of AAF-SAP to the Working Group of African Governors of the International Monetary Fund and the World Bank for inclusion in the memoranda to the Managing Director of the IMF and the President of the World Bank as well as the Joint Statement to the annual meeting;

(b to undertake close consultations on AAF-SAP at management level with multilateral development and finance institutions;

(c) to undertake close consultations at technical levels, again with the multilateral and finance institutions;

(d) presentation of AAF-SAP to the 1989 second regular session of the Economic and Social Council (ECOSOC);

(e) to have AAF-SAP included in the agenda of the forty-fourth session and to have it circulated as a General Assembly document;

(f) submission of AAF-SAP to the meeting of the Development Committee of the World Bank and the IMF.

2. In addition to these specific requests for follow-up as contained in resolution 676(XXIV), the joint meeting of the African Ministers of Finance and Ministers responsible for Economic Planning and Development had expressed a general wish to have AAF-SAP submitted to the summit of the OAU African Heads of State and Government in July 1989 and to all "relevant fora"[1]

3. Over and above the explicit requests by the African ministers on the follow-up of AAF-SAP, it was well understood that there were a lot of actions that had to be undertaken to ensure the full and effective operationalisation of the African alternative. Firstly, in view of the realization that AAF-SAP had to be built on a new partnership not only among African Governments themselves but also

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[1] See para 6 of the Addis Ababa Joint Statement by African Ministers of Economic Planning and Development and Minister of Finance dated 10 April 1989.

between them and their development partners, there was need to sensitize the world at large about the African Alternative through, inter-alia, massive diffusion of the document and the holding of public discussions and seminars. Secondly, in line with the request of the Blantyre Statement on AAF-SAP, it was necessary to undertake indepth studies of some specific policy instruments with a view to finding out how such instruments can best be operationalised in individual African countries. Thirdly, it had been anticipated that subsequent to the adoption of AAF-SAP, action had to be urgently taken at the country and subregional levels to assist countries to operationalise AAF-SAP.

4. The present paper reports on all the actions that have been taken by the ECA Secretariat and others in ensuring an effective follow-up and operationalisation of AAF-SAP. It should, of course, be noted that the present paper covers only a limited period of only eight months between the adoption of AAF-SAP in April 1989 and the end of the year. However, as will become clear in the next sections, it is astonishing how much has taken place in so short a time. The momentum that followed the adoption of AAF-SAP has been kept in full gear. The challenge is to maintain this momentum at even higher levels and ensure the full operationalisation of AAF-SAP at all levels.

5. Before specific actions are reported on in the sections that follow, it should be noted that AAF-SAP has indeed generated a lot of interest within and outside Africa. One indicator of such interest has been the demand for the published version of AAF-SAP. When AAF-SAP was launched in London on 6th July 1989, the ECA had printed a total of 18,000 copies of AAF-SAP (10,000 copies in English, 5,000 copies in French and 3,000 copies in Arabic). As of the writing of this paper, the Secretariat had run out of the printed copies and a reprint was being urgently considered. A second indicator of the world-wide interest in AAF-SAP has been the extensive press coverage that it has received and continues to receive. A booklet showing some of the press coverage has been compiled to highlight the points of view expressed on AAF-SAP world- wide.

PART I: SUBMISSION OF AAF-SAP TO ALL RELEVANT FORA AND WORKSHOPS

6. The Secretariat of the Economic Commission for Africa has not let any opportunity go by in terms of submitting AAF-SAP to different fora where its consideration had important implications for its future operationalisation. Below, the different fora to which AAF-SAP was submitted and the results thereof are briefly discussed. It should be stressed that in all the fora outlined below the African member states were of crucial assistance both in the process of submitting the document and in terms of supporting and soliciting others to support it.

1.1 The OAU Summit of African Heads of State and Government

7. Subsequent to the adoption of AAF-SAP by the ECA Conference of Ministers, it was submitted to the OAU Permanent Steering Committee which was preparing for the 1989 Summit of African Heads of State and Government. From there it was considered by the Council of Ministers of the Organization of African Unity at its fiftieth ordinary session. The Council of Ministers adopted resolution CM/Res. 1222(L) for consideration by the summit.

8. During the summit of the African Heads of State and Government, many African leaders expressed their support for AAF-SAP as well as the wish to get it effectively implemented in their individual countries. The summit adopted resolution 1222(L) which is annexed to this report (Annex 1). As per this resolution AAF-SAP was adopted at the highest level in Africa.

1.2 The Conference of Heads of State or Government of Non-aligned Countries

9. On the initiative of African countries represented in the non-aligned group of countries, AAF-SAP was presented to the Ninth Conference of Heads of State or Government of Non aligned Countries in Belgrade, Yugoslavia, September 1989. With an amazing show of solidarity, the non-aligned summit gave all its backing to AAF-SAP and adopted a specific resolution recommending that AAF-SAP "should constitute a basis for constructive dialogue between African countries and their development partners in the implementation and financing of country programmes." This was one of the very rare occasions when the non-aligned summit put all its weight behind a specific development document such as AAF-SAP. The resolution adopted by the non-aligned summit is attached to the present report as Annex 2.

1.3 The ACP-EEC Joint Assembly

10. The ministerial meeting of the ACP-EEC which met in Versailles, France from 25 to 26 September 1989, considered AAF-SAP. In its resolution (see Annex 3) on the European Community's policy of structural adjustment in the context of the Fourth Convention of Lome, the ACP-EEC joint assembly was unequival in calling "on the governments of the member states and the Council and the Commission to do their utmost to put an end to the prevailing structural adjustment policy under the Bretton Woods Agreement...and to reshape them radically in the form of an adjustment with transformation policy ...."The resolution further spelled out a number of important criteria to be taken as a basis for action in negotiating with development partners (see operative paragraph 2 of the resolution in Annex 3).

1.4 The United Nations Economic and Social Council (ECOSOC)

11. In accordance with the specific request of resolution 676(XXIV) of the ECA Conference of Ministers, AAF-SAP was submitted to the ECOSOC second regular session of 1989 under agenda item 6 namely regional cooperation. ECOSOC expressed its interest in AAF-SAP and accordingly adopted a resolution which inter-alia called upon "the international community especially developed countries and multilateral institutions to consider request to provide support to the country programmes prepared by African countries." The ECOSOC resolution is annexed to the present report as Annex 4.

1.5 The United Nations General Assembly:

12. The real climax of the long journey of AAF-SAP in international fora was its adoption by the General Assembly by vote on 17 November 1989. At the conclusion of a special debate during the plenary session of the General Assembly, it was voted 137 votes to 1, to adopt resolution A/[illegible]/L.20/Rev.1 (complete text of which is reproduced as Annex 5 to the present report) endorsing AAF-SAP and inviting the international community, including the multilateral financial and development institutions, to consider the Framework as a basis for constructive dialogue and fruitful consultations.

1.6 The Working Group of African Governors of the International Monetary Fund and the World Bank and the Development Committee of the World Bank and the IMF

13. Again, as requested, AAF-SAP was submitted for inclusion in the memoranda to the Managing Director of the IMF and the President of the World Bank. In the memorandum to the Managing Director of the IMF, the Working Party of the African Governors to the IMF and the World Bank devoted an entire section on the question of enhancing the adjustment process. This section is reproduced as annex 7 of the present report. Similarly, in the memorandum to the President to the World Bank an entire section was devoted to the adjustment process and this is reproduced as annex 8.

1.7 Other International fora

14. It is also known that the African Alternative has been presented and/or debated at a number of other international fora either under the auspices of UN organizations or other sponsors in developing and developed countries. The most important of these include (a) the ILO-sponsored Tripartite Symposium on Structural Adjustment and Employment in Africa, Nairobi, 16 to 19 October, 1989, (b) the Abuja Conference on the Integration of Women in Development and (c) the Arusha meeting on the Popular Participation in Development and (d) workshop by the Vienna Institute for

Internal Development Cooperation and a seminar at Carlton University (Canada).

15. In the ILO symposium AAF-SAP was considered by the three parties at the meeting; namely, 12 African governments, 6 employer representatives and 6 labour union representatives along with international observers that included the IMF, World Bank, OAU, ADB, ECA, UN specialized agencies, the Organization of African Trade Union Unity (OATUU), the International Confederation of Free Trade Unions, (ICFTU) and the International Organization of Employers. On AAF-SAP the Symposium called for the adoption of AAF-SAP in individual African countries.

16. In its declaration entitled Participatory Development: The Role of Women in Africa in the 1990s, the Abuja meeting categorically requested that "As governments develop structural adjustment policies and programmes especially when working on public investment programmes with institutions like the World Bank they should take advantage of the changed World Bank's approach to include estimates to cushion the impact of these policies on vulnerable groups such as women, children and families in the low-status income brackets". In addition to specific proposals to strengthen AAF-SAP as regards "gender" issues the declaration urged that "The strategies proposed in AAF-SAP should form the basis for national actions geared to alleviate the burdens on women"

PART II: CONSULTATIONS WITH FINANCIAL AND DEVELOPMENT AGENCIES, DONORS AND NGOS

2.1 Consultations with the World Bank

17. In accordance with ECA resolution 676(XXIV) the ECA Executive Secretary made contacts with the management of both the IMF and the World Bank. In response to these contacts, the World Bank convened a meeting in Washington on May 10, 1989 of the heads and/or senior officials of the major organizations such as OAU, ECA, ADB, UNDP, UNICEF, IMF as well as the UN Secretariat to consider issues relevant to AAF-SAP at a policy making level. The main result of this meeting was the building of a consensus on a number of areas. This constituted a major step in paving the way for a more pragmatic consideration of AAF-SAP especially by the World Bank. The full text of the joint statement issued at the end of the meeting is reproduced as Annex 6 to the present report.

18. Technical consultations were also held in Washington from 30 November to 1 December 1989 between the technical staff of the ECA and those of the World Bank. This meeting followed up on the general areas of agreement that had been reached at the policy-level and further defined new ones. The meeting also endeavoured

to narrow down the areas of disagreement between the ECA and the World Bank. Broad agreement was reached on the major development objectives for African countries, the need to pursue adjustment in tandem with transformation, the need for flexibility in programme design, and the role and need for diversified exports. Outstanding issues on which consensus had yet to be reached included the role of markets versus administrative mechanisms in the allocation of credit and foreign exchange, the sustainability of liberalized foreign exchange systems and the appropriate pace of stabilization.

2.2 Consultations with the IMF

19. Subsequent to formal contacts and informal discussions between the ECA Executive Secretary and the Managing Director of the IMF, the IMF invited a technical team of ECA staff to the IMF to examine, in an analytical way and at a technical level, some of the specific policy approaches of AAF-SAP. The technical meeting took place in Washington, 27 to 28 November 1989.

20. The discussions focussed on AAF-SAP and areas of consensus were defined. In addition, the discussions sought to narrow some of the differences that were perceived to exist regarding IMF approaches to stabilization and AAF-SAP proposed approach to adjustment with transformation. The meeting with IMF reached a broad agreement on the seriousness of the economic and financial problems facing African countries, the need for strong and balanced reform programmes that would allow for sustained growth and transformation; Africa's development objectives notably the achievement of self-sustaining growth and development, the alleviation of poverty and the needed transformation of economic and social structures. The Fund indicated its concurrence with the need to incorporate sustained growth and income distribution issues in adjustment programmes. The Fund, however, expressed reservations on some AAF-SAP proposals particularly those which encouraged greater reliance on controls and a generally inward-looking policy stance involving in particular, policies like subsidies and price controls, selective credit, differential interest rates, multiple exchange rates, trade and payments arrangements as well as barter agreements to promote intraregional trade and the limitation of debt service payment ratios.

2.3 Consultations with donors

21. The interest generated by AAF-SAP has not been limited to international fora only. A number of donor countries expressed tremendous interest in AAF-SAP and in some cases the Executive Secretary of ECA has been able to hold consultations with officials of donor governments specifically on AAF-SAP. In the few months between the adoption of AAF-SAP in April 1989 and the end of the

year, the Executive Secretary had held official consultations and/or briefings on AAF-SAP with high officials of the governments of Canada and the Netherlands. These consultations/briefings have proved to be very fruitful in terms of bringing about a greater understanding of the major concerns of AAF-SAP. In addition to these consultations, the ECA technical team that visited the IMF and the World Bank held consultations with congressional staff aides in Washington, 29 November 1989 involving staff from committees that deal with Senate Foreign Relations, House Foreign Affairs, House Banking and House and Senate Appropriations.

2.4 Consultations with NGOs

22. In line with the call of AAF-SAP for a broad based participation in development, the follow-up activities have not only focussed on government organs. Non-government organizations have also been fully appraised of AAF-SAP. In New York an NGO meeting involving NGOs from Africa and those in developed countries was organized under the auspices of the Bahai to focus on AAF-SAP and the environment. The Executive Secretary of ECA addressed the meeting and raised the awareness of all NGOs present on AAF-SAP. Another meeting of many Washington-based NGOs was extensively briefed about the concerns and issues that AAF-SAP raises and on its implementation. The meeting was held under the kind auspices of the office on Development Policy of the Church World Service/Lutheran World Relief. The NGOs expressed their appreciation of the concerns of AAF-SAP. During his visit to the Netherlands, the Executive Secretary also need meetings with the European Secretariat of the Forum of Debt and Development (FONDAD).

PART III OPERATIONALISATION OF AAF-SAP

3.1 In-depth Studies of Selected Policy Instruments

23. As specifically requested for in the Blantyre Statement of Ministers of Finance, in-depth studies have been undertaken by the ECA Secretariat. These studies have initially focussed on three specific instruments that form part of the proposals of AAF-SAP namely (a) production subsidies, (b) multiple exchange rates systems and (c) differential interest rate policy.[2]

24. The main thrust of the studies is on both the theoretical and empirical basis for these policy instruments. At a theoretical

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[2] The initial drafts of these studies are expected to be available for an in-depth discussion by the meeting of African economists and African planners.

level, the studies examine the basis for the use of these policy instruments and the theoretical assumptions behind such a basis. At the empirical level, the studies examine experiences of a number of countries [3] that have used these policy instruments. Overall, the studies on the the policy instruments are intended to give to the African policy-makers the necessary guidelines on when and how to implement them in the framework of an AAF-SAP based country programme.

3.2 Formulation of model-types to analyze AAF-SAP policy instruments.

25. Although AAF-SAP outlined a generalized framework for application in the building of individual country models,it was evidently necessary to further define how the framework can be more elaborated. Thus work has been started in ECA to develop AAF-SAP model-types that can be tailored to specific country situations in the analysis of the different policy instruments.

26. In accordance with the spirit of AAF-SAP, the model-types that are being developed do not constitute a sort of standardized model to be applied in all African countries irrespective of their peculiarities. Rather, the model-types are intended to serve as well-defined outlines of models along which country-specific models can be designed. Like the policy studies, the preliminary specification of the model-types will be presented to the meeting of African economists and African planners for an in-depth examination and suggestions for improvements.

3.3 Operationalisation of AAF-SAP at Country level

27. It is obvious that only a short time has elapsed since the adoption of AAF-SAP in April 1989. However, even in this relatively short period, the ECA Secretariat has endeavoured to respond to requests from member states for the operationalisation of AAF-SAP at the country level. The first country to which the first AAF-SAP mission has been undertaken is Lesotho. The mission which was headed by the Executive Secretary of ECA undertook a series of high level discussions with the leaders and officials of Lesotho and a number of policy issues were discussed. A model for Lesotho is expected to be developed with a follow-up mission in 1990. The ECA Secretariat also supported the Uganda Economic Association which organised a national Workshop on Structural Adjustment in May 1989.

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[3] The countries covered include those in Africa, Latin America, Asia and Europe.

28. In addition, the ECA has designed a pilot project under the UNTFAD programme to establish a special ECA Advisory Team on AAF-SAP that would strengthen the capacity of the Secretariat. The team will consist of a number of experts in the fiscal and monetary fields as well as experts in the production and social sectors. The team, when fully assembled, will assist African countries, on request, in analyzing and designing programmes, including policy framework papers in line with AAF-SAP as part of the preparatory process for negotiations with international financial development institutions and/or bilateral donors.

29. It, of course, goes without saying that the individual African countries have the largest role in operationalising AAF-SAP, taking into account their unique objectives, priorities, requirements, problems and time perspective. As such, it is sincerely hoped that AFrican countries will initiate the necessary actions to ensure that AAF-SAP is fully operational at the country level. Crucial among these action are the following:

(i) wide popularalisation of AAF-SAP at the country level including its contextualisation to the conditions of the country;

(ii) analysis of policy options that could be adopted for the recovery and transformation of national economies;

(iii) design and broad-based discussions of policy framework positions consistent with AAF-SAP;

(iv) design of actual programmes for negotiation and implementation.

3.4 Operationalisation of AAF-SAP at the Subregional Levels

30. It will be recalled that AAF-SAP puts particular emphasis on the necessity for inter-country consultations in the designing and implementation of country programmes. It is in this context that the ECA intends to vigorously promote the dimension of operationalising AAF-SAP at the subregional level through, especially, subregional workshops and seminars at different levels - technical and policy-making.

31. Hitherto, no subregional workshop has yet been organized. However, the ECA Secretariat has received a number of requests for the organization of such workshops and preparations are under way to have a pilot workshop on AAF-SAP for the West African subregion. This workshop is planned to take place in Bamako, February in 1990 followed immediately by another one in the Central African Sub-region.

32. Further, the ECA Secretariat has initiated contacts with UNDP in the form of a project specifically aimed at facilitating the organization of subregional workshops throughout the region.

33. Finally the MULPOCs of ECA have also started the process of facilitating inter-country consultations. It is, indeed, hoped that at all meetings of the MULPOCs, there will be a thorough consideration of how the MULPOC mechanism can be effectively utilized for the inter-country aspects of programmes of adjustment with transformation in Africa.

ANNEX I

RESOLUTION ON THE AFRICAN ALTERNATIVE FRAMEWORK FOR STRUCTURAL ADJUSTMENT PROGRAMMES FOR SOCIO-ECONOMIC RECOVERY AND TRANSFORMATION (AAF-SAP)

The Council of Ministers of the Organization of African Unity, meeting in its Fiftieth Ordinary Session in Addis Ababa, Ethiopia from 17 to 22 July, 1989,

Reaffirming Africa's development objectives as contained in the Lagos Plan of Action and the Final Act of Lagos: Africa's Priority Programme for Economic Recovery, 1986 - 1990 (APPER) and the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD),

Recalling the United Nations General Assembly Resolution 43/27, urging African countries to "increase their efforts in the search for a viable conceptual and practical framework for economic structural adjustment programs in keeping with the long-term development objectives and strategies at the national, sub-regional and regional level",

Concerned with the unabated deterioration in the economic and social conditions in Africa countries in spite of the commendable efforts of African Governments to implement policy reforms and to undertake Stabilization and Structural Adjustment Programmes, often with the support of the International Monetary Fund (IMF) and the World Bank,

Convinced that African countries must continue to adjust their economies but at the same time ensure that any adjustment will bring about structural transformation and sustained growth and development,

Having considered the African Alternative Framework for Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP) and ECA Conference of Ministers Resolution 676 (XXIV) and Addis Ababa Joint Statement by African Ministers of Finance on the "African Alternative Framework for Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP)":

1. COMMENDS the timely initiative of Africa's Ministers of Economic Development and Planning and Ministers of Finance for the preparation of the African Alternative Framework for Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP);

2. ADOPTS the African Alternative Framework for Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP) as a pragmatic framework which will assist African countries, individually and collectively, in formulating country programmes that integrate adjustment with transformation and growth;

3. TAKES NOTE of the major points of consensus agreed upon at the meeting of 10th May, 1989 in Washington, convened by the World Bank to discuss issues concerning SAPs in Africa, and in this context WELCOMES that meeting as constituting an important beginning of the dialogues on AAF-SAP;

4. APPEALS to the International Community, particularly the multilateral development and finance institutions, to show full understanding for the African point of view concerning structural adjustment;

5. RECOMMENDS to the African governments to use AAF-SAP as the framework for preparing their country programmes and for mobilizing assistance from the donor community and to organize national and sub-regional seminars on the implementation of the AAF-SAP with the assistance of the ECA, OAU and ADB;

6. REQUESTS the African Group of Ambassadors at the United Nations in New York to have placed on the Agenda of the Forty-fourth Session of the UN General Assembly, an item on the consideration of the AAF-SAP to enable the international community to consider the issue in detail.

ANNEX 2

NINTH CONFERENCE OF HEADS OF STATE OR GOVERNMENT OF NON-ALIGNED COUNTRIES

CRITICAL ECONOMIC SITUATION IN AFRICA

The Heads of State or Government:

- Expressed their serious concern at the continued deterioration of the economic and social situation in most African countries, which has undermined their capacity to ensure for their people the basic necessities of life. As a region, Africa is most exposed to both natural calamities and the adverse international economic environment which continues to militate against the economies of these countries, particularly the Sub-Saharan African countries.

- Noted that, as the region with the highest dependence on commodity exports, Africa has suffered tremendous losses from both reduced demand and the sharp decline in prices. Between 1980 and 1986, non-oil commodity prices fell in real terms by 30 per cent; in 1987 they fell by another 10 per cent and continue to fall. Africa's external debt increased by over 70 per cent from 128.7 billion dollars in 1982 to 219.6 billion dollars at the end of 1987 and currently stands at over 230 billion dollars. The debt service to export ratio has exceeded the critical level of 25 per cent and in the case of some African countries is over 100 per cent. This heavy debt burden, coupled with heavy losses in export earnings and increased import costs, has resulted in an unprecedented net outflow of resources from Africa. The adverse terms of trade and the inadequate flow of financial resources have combined to further reduce the ability of African countries to sustain real growth and development. The serious structural reform of their economies which African countries are undertaking has not been complemented by adequate support of the international community.

- Drew the attention of the international community to Africa's Alternative Framework to Structural Adjustment Programmes as drawn up by the Economic Commission for Africa and adopted by African Heads of State and Government at their July 1989 Summit, aimed at Africa's structural adjustment with transformation.

- Also drew the attention of the international community to the fact that three years after the adoption of the United Nations Programme of Action for African Recovery and Development (UNPAAERD) by the General Assembly, the international community has not yet given the appropriate support to its implementation despite

vigorous and significant policy reforms pursued by African countries, which had exacted severe social and political costs.

The Heads of State of Government:

1. Urged the developed countries and the multilateral financial and development institutions not only to increase, in real terms, resource flows to Africa but also to improve the terms and conditions on which resources are disbursed;

2. Called upon the international community to accelerate the effective implementation of UNPAAERD by adopting policies conducive to accelerating growth and development in African countries;

3. Recommended that Africa's Alternative Framework to Structural Adjustment Programmes (AAF-SAP) should constitute a basis for constructive dialogue between African countries and their development partners in the implementation and financing of country programmes.

4. Expressed satisfaction with the significant progress made by the Southern African Development Coordination Conference (SADCC) in implementing the programmes of collective self-reliance and lessening the dependency on South Africa of the economies of its member countries. They urged the non-aligned countries to provide greater support to the SADCC programme and projects.

5. Took note, with satisfaction, of the results achieved by the AFRICA Fund, and called on all non-aligned and other countries to contribute to the Fund in order to accelerate the implementation of the objective of the programmes financed by it.

6. Commended all African regional and sub-regional economic groupings and organizations for the significant efforts they have made to promote the collective self-reliance of African countries.

ANNEX 3

RESOLUTION[4]

ON THE EUROPEAN COMMUNITY'S POLICY OF STRUCTURAL ADJUSTMENT IN THE CONTEXT OF THE FOURTH CONVENTION OF LOME

The ACP-EEC Joint Assembly

- meeting in Versailles from 25 to 29 September 1989,

A. having regard to the annual report of the International Monetary Fund (IMF) published on 19 September, in which, for 1988, a 9% growth in world trade is calculated, although in the case of the least-developed countries, it must be noted that they are confronted with very serious structural problems characterized by:

- very high inflation rates,
- increasing external trade deficits caused by a further decline in the terms of trade,
- increasing external indebtedness ($170 billion for the ACP States),
- decline in the standard of living, and
- vast social problems,

B. whereas, between 1980 and 1988, 33 African countries were forced to conclude standby agreements with the IMF and 15 countries received World Bank loans for structural adjustments,

C. having regard to the recent study by the UN Economic Commission for Africa (ECA) on an African alternative framework for structural adjustment programmes, with which the IMF and the World Bank will concern themselves at their annual meeting which is taking place this week in Washington,

D. whereas the UN Economic Commission for Africa comes to the conclusion that the current orthodox structural adjustment policy à la IMF and World Bank has proved itself to be totally inappropriate from both basic policy and empirical points of view for controlling the increasing crisis and has actually made it worse in many respects,

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[4] Adopted unanimously by the ACP-EEC Joint Assembly on 29 September 1989 in Versailles (France)

E. having regard to the largely catastrophic secondary effects of the IMF and World Bank policy - eg. regressive per capita income, reduced wages in real terms, increasing unemployment and underemployment, ever lower standards of social security services, and of education and training, increasing false nutrition and health problems, greater poverty and inequalities of income,

F. noting that the structural adjustment measures have largely failed, even when measured against the criteria established by IMF and World Bank officials:
of the major indicators, only the relationship between the balance of payments and the gross national product shows any improvements after structural adjustments have been made; all other indicators such as the proportion of investment in the GNP, annual growth, the relationship between the budget deficit and the GNP, private consumption and the ratio of debt servicing to export revenue have deteriorated,

G. taking the view that, in view of this development and the increasing crisis, it is more urgent than ever to establish a new world economic order,

H. noting that structural adjustment policy has increasingly become a key instrument for the Member State governments and European Community Institutions in their efforts to overcome the crisis facing the ACP States, in particular the problem of indebtedness, by means of a macro-economic policy of economic policy conditioning; this structural adjustment policy is due to be explicitly enshrined in the forthcoming Fourth Convention of Lomé,

I. having regard to the intention of the Commission and Council to promote structural adjustment measures not only from the economic but also from the political and social points of view,

J. having regard, further, to the agreement of the EEC negotiating partners in the Brazzaville negotiations for Lomé IV to specify more closely the plans for increased coordination and cooperation with the World Bank and the IMF and, as far as the EC is concerned, to pursue its own specific adjustment policy,

K. whereas World Bank and IMF measures frequently contradict development policy measures taken by the European Community,

1. Calls on the governments of the Member States and Council and the Commission to do their utmost to put an end to the prevailing structural adjustment policy under the Bretton Woods Agreement - where Community Member States have a majority if they coordinate their policies - and other multilateral financial institutions and to reshape them radically in the form of an adjustment with transformation policy concentrating on a reduction of the extreme foreign dependence of the ACP States - and of the other developing countries - and on the endogenization of a self-determined development;

2. Calls on the partners negotiating Lomé IV, when enshrining structural adjustment policy in the Fourth convention of Lomé, to ensure that the following criteria are taken as the basis for their action:

   (a) under no circumstances must cooperation with the ACP States be made dependent on the introduction of a structural adjustment policy along the lines laid down by the IMF and the World Bank,

   (b) the introduction of structural adjustment measures must not endanger instruments and measures established previously under the first three Conventions of Lomé,

   (c) an exact definition must be laid down of what is meant by structural adjustment, i.e. not the social and political shocks caused by the disastrous consequences of the rigorous adjustment policy of the IMF and the World Bank but a policy which enables the ACP States to develop their own domestic market oriented approach,

   (d) development strategies must be promoted which concentrate on:

   - alleviating poverty and increasing the standard of living for the majority of the population,
   - incentives for an independent and permanent process of growth and development,
   - promotion of the economic integration of Africa, the Caribbean and the Pacific in the context of national and regional self-reliance.

   In this connection, support must be given to reorientation to national consumer patterns and indigenous production capacity (as proposed also in the ECA study on structural adjustment programmes);

3. Calls on the Commission and the Council of the European Communities to ensure that the EIB and the EDF waive the repayment by the ACP States of debt service and all outstanding debts;

4. Calls on the governments of the Member States of the European Community to cancel forthwith all demands on the ACP States - and on all the other developing countries - arising from previous development aid loans and to provide future aid exclusively in the form of grants;

5. Calls on the Community to break with its previous concept of development and, jointly with the ACP States in the course of the final negotiations for Lomé IV, to initiate further discussion on a fundamental change in world economic structures, unequal trade and protectionism;

6. Instructs its Co-Presidents to forward this motion for a resolution to the ACP-EEC Council of Ministers, the Council and Commission of the European Communities, the group of ACP States, every other developing country and the multinational financial institutions, especially the IMF and the World Bank.

ANNEX 4

ECONOMIC AND SOCIAL COUNCIL

REGIONAL CO-OPERATION

African Alternative Framework for Structural Adjustment Programme for Socio-economic Recovery and Transformation

The Economic and Social Council,

Recalling General assembly resolution 43/27 of 16 November 1988, in particular paragraph 55 (c) of the annex, in which the Assembly recommended that African countries increase their efforts in the search for a viable conceptual and practical framework for economic structural adjustment programmes in keeping with long-term development objectives and strategies at the national, subregional and regional levels,

Convinced of the urgent need for African economies to bring about structural transformation and sustained growth and development,

1. Takes note with interest of the African Alternative Framework for Structural Adjustment Programmes for Socio-Economic Recovery and Transformation, 1/ adopted by the Conference of Ministers of the Economic Commission for Africa in resolution 676 (XXIV) of 7 April 1988; 2/ and the joint statement on Africa's long-term development.

2. Requests the General Assembly to consider taking action on the Framework as appropriate.

3. Calls upon the international community, especially developed countries and multilateral institutions to consider requests to provide support to the country programmes prepared by African countries.

Notes

1/ Copies of document E/ECA/CM.15/6/Rev.3 will be available in the languages of submission. the text will be circulated subsequently as document A/44/315.

2/ See Official Records of the Economic and Social Council, 1989, Supplement No. 15 (E/1989/35), chap. IV.

ANNEX 5

A/44/L.20/Rev.1
14 November 1989

ORIGINAL: ENGLISH

AFRICAN ALTERNATIVE FRAMEWORK TO STRUCTURAL ADJUSTMENT PROGRAMMES FOR SOCIO-ECONOMIC RECOVERY AND TRANSFORMATION

The General Assembly,

Recalling its resolution S-13/2 of 1 June 1986, the annex to which contains the United Nations Programme of Action for African Economic Recovery and Development of Africa 1986-1990,

Recalling also its resolution 43/27 of 18 November 1988 and, in particular, paragraph 55 (c) of the annex to that resolution, in which African countries were urged to increase their efforts in the search for a viable conceptual and practical framework for economic structural adjustment programmes in keeping with the long-term development objectives and strategies at the national, subregional and regional levels,

Taking note of the resolution on the critical economic situation in Africa adopted at the Ninth Conference of Heads of State of Government of the Movement of Non-Aligned Countries, held at Belgrade from 4 to 7 September 1989, 1/ as well as paragraph 12 of section II of the Caracas Declaration of the Ministers for Foreign Affairs of the Group of 77, 2/ adopted at the special ministerial meeting of the Group, held at Caracas from 21 to 23 June 1989,

Recalling resolution 1222 (L) 3/ adopted by the Council of Ministers of the Organization of African Unity at its fiftieth ordinary session, held at Addis Ababa from 17 to 22 July 1989,

Recalling also Economic and Social Council resolution 1989/116 of 28 July 1989,

1. Takes note with interest of the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation; 4/

2. Invites the international community, including the multilateral financial and development institutions, to consider the Framework as a basis for constructive dialogue and fruitful consultation.

1/ See A/44/551-S/20870, annex.
2/ A/44/361, annex.
3/ See A/44/603, annex I.
4/ A/44/315, annex.

ANNEX 6

A JOINT STATEMENT ON AFRICA'S LONG-TERM DEVELOPMENT

1. At the invitation of Mr. Barber B. Conable, President of the World Bank, the heads and senior officials of several major United Nations agencies committed to Africa's economic and social progress, as well as of the organization for African Unity and the African Development Bank, met to discuss issues related to the region's economic recovery and long-term development. The meeting was held at World Bank headquarters in Washington, D.C. on May 10, 1989.

2. Following upon recent reports by the World Bank/UNDP and the Economic Commission for Africa (ECA), participants exchanged views on the serious development challenges facing Africa, and particularly on the structural adjustment programmes currently being implemented by many African governments. While participants recognized that areas of disagreement remained, they emphasized their determination to work together and collaborate in the wide areas of consensus that exists. They agreed to strengthen mechanisms to achieve that result.

3. It was emphasized that policy reforms, whatever their form, must be relevant to specific country situations and must be designed, implemented and owned by the African countries themselves. It was further noted that the process of gaining public understanding and acceptance of the need for adjustment measures and economic transformation should be as broad-based as possible within the countries concerned.

4. Among the other major points of consensus agreed upon by the participants were the following:

a) As the basic approach to adjustment issues has evolved, it has become clear that adjustment must be seen as part of a long-term development approach and that it must take full account of the human dimension. Stronger efforts are required to assure that this consensus is translated into action. The future challenge is to assist Africa to transform the condition of its economies still threatened with stagnation and decline to sustainable growth with equity.

b) While sustainable economic growth is imperative, it is only the means to the overarching objective of improving human welfare -- for example, reducing infant mortality, increasing educational opportunity, improving health and ensuring food security. Economic adjustment must lead to the long-term improvement in the quality of life of the African people. Particular attention should be given to protecting vulnerable

groups during the adjustment process, including protection of core budget expenditure on social sector programmes. Special emphasis should be placed on employment opportunities.

c) The shortage of technical skills and weak institutions are major impediments to Africa's growth and development. Priority should be given, therefore, to human resource development and national capacity building.

d) The sustainable development and modernization of agriculture is central to Africa's future growth. New and appropriate agricultural technologies, and effective extension services, should be pursued.

e) Conserving Africa's natural resource base and protecting the environment are urgent priorities. No time should be lost in designing and implementing environmental action plans.

f) The process of increasing and improving regional economic co-operation and integration in Africa should be accelerated.

g) Promotion of the private sector is of vital importance.

5. Participants agreed that while Africa's major efforts to achieve economic growth and recovery should be recognized, the continent continues to be confronted by major problems, including weak commodity prices and terms of trade. The donor community has responded with substantial flows that are being monitored in the context of the UNPAAERD which was established following the 1986 special session of the UN General Assembly. Increased donor assistance is, however, required to support the efforts of the African governments to expand their reform programmes, and promote sustained economic growth. Substantial debt relief measures are needed, since the external debt burden remains a severe constraint on African development.

6. The distinctive and complementary roles of the various agencies working to support Africa's development were recognized. It was agreed that further steps should be taken to strengthen collaboration and the channels of communication among the Bretton Woods institutions, UN agencies and the African regional organizations. It was agreed that this process of consultation should be continued. Participants expressed appreciation to UNDP for its offer to host the next meeting. In addition, participants agreed that it would be useful to further explore issues of structural adjustment, based on studies and major reports prepared by various agencies represented at this meeting.

7. Mr. Barber B. Conable was commended by participants for his constructive initiative in convening the meeting. The exchange of

views was welcomed and widely viewed as being beneficial to Africa's long-term development prospects.

8. Among those attending the meeting were Professor Adebayo Adedeji, Under-Secretary General and Executive Secretary of the Economic Commission for Africa; Dr. Bertram Collins, Coordinator of the Steering Committee on the UN Programme of Action for African Recovery and Development; Mr. William Draper III, Administrator, Mr. Arthur Brown, Associate Administrator, and Mr. Pierre-Claver Damiba, Assistant Administrator and Regional Bureau for Africa, UNDP; Mr. Richard Jolly, Deputy Director, UNICEF; Mr. Babacar N'Diaye, President, African Development Bank; Mr. Ide Oumarou, Secretary-General, Organization of African Unity; Mr. G. E. Gondwe, Deputy Director, African Department, International Monetary Fund; and Mr. David Whaley, representing the Director General for Development and International Economic Cooperation. The World Bank was represented by Mr. Barber B. Conable, President; Mr. Moeen A. Quareshi, Senior Vice President, Operations; Mr. Edward V. K. Jaycox, Vice President, Africa Region; and Mr. Stanley Fischer, Vice President and Chief Economist. The African Executive Directors to the World Bank Messrs. Benachenhou, Funna and Milongo also attended.

ANNEX 7

Section of the Memorandum to the Managing Director of the IMF

Enhancing the adjustment strategy

Whilst there is little debate about the need for economic reform in Africa, serious questions remain about the dynamics of adjustment, including, in particular, the sequencing and the speed with which reform can be successfully implemented. In this context, it is our view that there is still room for a further adaptation of Fund-supported programs to enhance their effectiveness as instruments for achieving long-term growth and development in Africa. There is need for a greater degree of transparency in program in addressing fundamental rigidities in African economies, such as the narrow productive base and dependency on few primary commodities .. major reasons why Africa benefited far less than other developing areas from the strength of demand in industrial countries .. low productivity, limited and deteriorating infrastructure and a weak administrative capacity. The widespread poverty, which is in part an outgrowth of these weaknesses, is also a major constraint to be tackled directly. These problems, along with others, have been at the center of the on-going discussion among ourselves and other economic policy makers in Africa in an effort to refocus attention on the development and modernization needs of Africa.

In this regard, we wish to draw your attention to the OAU Resolution on the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP), adopted by the Assembly of Heads of State and Government in Addis Ababa in July 1989.

We must stress here that the particular content of an adjustment program must reflect the consensus that emerges out of the exchange of views between the staff and the authorities. It is clear that such a consensus is crucial for gaining political support for the implementation of the program: therefore, it is important that mission leaders be given greater flexibility to consider or present alternative adjustment scenarios without being too constrained by a particular approach agreed upon in the Fund prior to beginning the dialogue with the authorities.

We are of the view that adjustment policies cannot be driven solely by the imperative of achieving short- or medium-term balance of payments viability. In this regard we were heartened by the assertion in your letter of February 22, 1989, to our Chairman, that several programmes supported by ESAF have sought to increase real per capita income and contained explicit provisions for meeting the basic needs of the poor. However, we must also note that the actual performance of a number of these programs has not

measured up to expectations, leading to the conclusion that there is still much room for improvement. In particular, it has been observed in some of the Fund-supported structural adjustment programs that the issue of poverty seems to have been treated only indirectly.

Conceptually, we see the process of adjustment in Africa as a long-term phenomenon, consistent with the historical process of structural change. The outcome will depend on the quality and degree of policy and institutional reform and the period of time that the authorities are given to control and master various policy instruments. Moreover, the Fund staff must appreciate the importance of drawing on political and social considerations that are relevant to the country.

We suggest, therefore, that the strategy should emphasize such factors as education, technical training, health, communication and technological change, which are important determinants of productivity, the low level of which limits progress in our economies. Structural adjustment programs must deal explicitly with these factors because they form the basis for long term growth and development. In this connection, the emphasis in the orthodox adjustment programs on shifting resources from the public to the private sector must be kept in perspective, given the important role that the former plays in Africa in developing infrastructure and promoting health and education. Fund-supported programs must guard against undue emphasis on shock treatment to achieve fiscal consolidation in the short run because of the potential to undermine the overriding goal of long-term economic growth.

ANNEX 8

Section of the Memorandum to the President of the World Bank

The Adjustment Process

The first issue of major importance which we wish to address is the adjustment process. Our experience has confirmed that adjustment is indeed a difficult, prolonged and risky process. However, the fact that over half of African countries have embarked on structural adjustment is a clear indication that there is no viable alternative to this route.

Nevertheless, as you are aware, some controversial aspects of structural adjustment have been recognized in the Bank's review entitled "Report on Adjustment Lending". It is therefore understandable that some aspects of adjustment have generated a debate within Africa as well as in the international community.

In this regard we would like to place on record our appreciation for the initiative you undertook in convening a meeting in Washington on May 10, 1989 to exchange views with, among others, leaders of African development and financial institutions who are equally involved in guiding and supporting the adjustment process. We note that this meeting has laid the foundation for improved dialogue and stronger collaboration between the Bank and these institutions, particularly the UN Economic Commission for AFrica and the African Development Bank Group, for the greater benefit of our countries. We also wish to draw your attention to the OAU Resolution on the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP), adopted by the Assembly of Heads of State and Government in Addis Ababa in July 1989.

Turning now to some specific issues on the reform and adjustment process, we have stressed that the design of programs should be realistic and be conceived within a longer term time-frame in order to elicit the required supply response. We have also stressed that in view of the fundamental and long-term structural constraints under which programmes are implemented, the design of programs should be flexible and implementation adapted to evolving conditions. This will require, as called for in the AAF-SAP and elsewhere, acceptance of both the short- and medium-term objectives of structural adjustment and the objectives of long-term development and transformation, as both processes are interrelated and should be simultaneously pursued, particularly in view of the challenge of alleviating widespread poverty in the African continent.

There is greater recognition that better ways and means need to be found for dealing with the social costs of adjustment. Given the heavy transitional costs and other costs of adjustment programmes, particularly for vulnerable groups, we believe that a more systematic approach should be adopted. It follows that the integration of compensatory measures for those most affected by adjustment, together with greater focus on poverty reduction and employment generation, as well as food security, in the design process, should now become mandatory. Accordingly, these programmes should not only be sensitive to the social costs of adjustment, but to the human dimension in general. We would encourage the Bank to expedite the implementation and coverage of the Social Dimensions of Adjustment Project which is meant to meet these concerns.

There is also the need to simultaneously increase the institutional capacity of our countries to design, implement and monitor adjustment programmes. This is all the more necessary given the recognition that adjustment programmes are most likely to succeed if they are "owned" by and enjoy the full support of the government and the public of the country concerned. To further develop and strengthen this capacity therefore, we urge the Bank to assist African countries to upgrade their economic management institutions and management training establishments through direct programs as well as through the work of the Economic Development Institute.

It is also clear that given the complex nature of the adjustment process itself, and since these operations, by their very nature, tax the implementation capacities of participating countries to the full, there is an urgent need to limit conditionality to the minimum necessary as well as to ensure that the pace and sequencing of reform measures is done in a manageable and realistic manner. Again, in your reply to us last year, you concurred with this observation which was also confirmed in the Bank's recent evaluation of ten years of adjustment lending. We hope to see this lesson on experience reflected and confirmed in Bank practice. As is well known, this issue calls for sensitivity by the staff to the particular circumstances of a given country especially with regard to the pace of implementation. It is our view that there have, in fact, been times when this understanding has not been fully reflected in the dialogue with member countries. this needs to change if, as has been conceded, sustainability of the adjustment process is dependent on the authorities' conviction about its realism. We know you share our concern and look forward to an improved quality of dialogue with our countries on all these issues.

The goal of adjustment with growth cannot be achieved unless policy-based programmes are complemented by specific investments which address our basic developmental challenges. Indeed, in your

reply to our memorandum of last year, you agreed that it was desirable for the Bank not to neglect the growing need for specific investment projects in our countries. Human resources development, rehabilitation and investment in infrastructure, food security, and regional integration, should all benefit from such investments given the Bank's role as a development institution. We therefore look forward to the active implementation of investments in these areas in our countries.

While we accept that it may be necessary for the Bank and the IMF to consult on their assistance strategies to member countries, these institutions are independent and have different mandates. It is our expectation therefore that the recent agreement between the managements of the Bank and the Fund on closer collaboration will not result in prejudicing the development concerns of the Bank or lead to cross conditionality, especially with regard to structural adjustment lending. We also expect to see the Bank continue to take the lead in assisting countries design and implement suitable programs. We hope to pursue this matter further with you in the follow-up discussions by our representatives.

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Sixth session of the Joint Conference
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and Demographers

Addis Ababa, Ethiopia, 15-20 January 1990

STRATEGIES FOR THE IMPLEMENTATION AND MONITORING OF AAF-SAP

SOME PRELIMINARY CONSIDERATION

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I. INTRODUCTION AND BACKGROUND

1. Against the background of indebtedness, financial imbalances, stagnation and even economic recession, which has affected most African States in the 1980s, short-term stabilization and structural adjustment policies have often taken precedence over long-term economic development policies. In the overwhelming majority of African countries, reforms and macro-economic regulatory measures were indeed implemented with the short-term objective of correcting major financial imbalances. Between 1979 and 1988, more than 30 African countries have implemented stabilization and structural adjustment programmes (SAP). The reforms imposed in these SAPs namely by the IMF and World Bank, in conjunction with the international financial community, have resulted in disengagement by the State and domestic public funding, attempts to re-direct back credit to the productive private sector and a strengthening of incentives for foreign investors (e.g. investment codes). These reforms have tended to emphasize the short-term and the correction of financial imbalances at the expense of medium-term planning.

2. Indeed, the economic and financial crisis experienced by African countries in the past decade, the rise in general uncertainity and external instability, and the severe financial constraints largely due to the explosion in debt service charges have prompted policy-makers to place the emphasis on the correction of financial imbalances, the rehabilitation and management of existing systems of production, short-term economic management and to accord the highest priority to stabilization and adjustment and macro-economic policies. Medium-term plans and long-term scenarios for structural changes in most cases were wishful thinking and the unrealistic catalogues of projects contained in the plans were out of touch with economic reality. As a result, there has been a decline in the role of medium-term planning and a decrease in investment planning.

3. There is in fact a doctrinal and procedural conflict between the economic development plans which have dominated the post-independence period and the adjustment programmes which were implemented since the early 1980s. First of all, the time frames differ: 5 to 7 years for the development plan and 1 to 3 years for the stabilization and structural adjustment programmes. Structural adjustment programmes centered on short-term macro-economic measures while the development plan emphasized structural reorientation of the economy on a medium or long-term perspective. However, in most instances, instead of implementing genuine planning (i.e. an ongoing process of economic management which endeavours to adjust to changes in the environment in order to maintain a certain course of development on the basis of priorities), African countries have generally developed medium-term plans, which of course become obsolete once the environment becomes less favourable. Since the 1970s indeed, development planning has run up against problems of inadequate information systems, instability in the international economic and financial system, and the growth of internal and external constraints such as debt-producing government deficits, crowding-out effects, the parasitic character of bureaucracies and government institutions, the high costs of substitution industries and an income distribution which bears no relation to production, debt crises, etc. For example, many countries abondoned their plan because of the shortage of foreign exchange earnings due to falls in the export prices or because of the occurence of the exegenous variables. In most cases, plans failed because of the insufficient allowance made for the motivation of economic agents and social groups.

4. On the other hand, the stabilization and the structural adjustment programmes are, first of all, responses to the inefficiency of investment projects, distortions in the pricing system and the inefficiency of the administered economy. Their primary focus on achieving internal and external balances to the neglect of the need for achieving balanced development and their very deflationary nature could not generate a sustaining growth and development. They had limited resulted because of the inadequate integration of the African economies in the international division of labour and they have incurred high social costs and political risks.

5. The fact remains that Africa must cope with rapid population growth, a high rate of urban growth, the reconstitution of ecosystems, and the development of economic and social infrastructures. To sustain economic development and growth and increased per capita income levels, it is inevitable that structural changes and transformation of the African economies should be thought about. This requires a flexible planning framework which tries to find the proper mix of short-term market forces and the medium- and long-term perspectives and to introduce organizational methods and management systems capable of ensuring a high level of efficiency and motivation of economic agents. This calls for a synthesis of long-term planning and short-term macroeconomic regulations which can be used to control development and growth.

6. The UNECA has devised a development framework and policies which can transform, diversify Africa's production capacity and increase the productivity of the investment on the basis of the internationalization of the dynamics of growth and their short-term sequencing in order to ensure that development and growth can be achieved at high and sustained levels. Such is the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP) which African Heads of State and government have adopted in July 1989 in Addis Ababa. The Heads of States and government of the Non-Aligned movement have endorsed AAF-SAP at the Belgrade meeting in September, 1989. The AAF-SAP has also currently been endorsed by the UN General Assembly in its resolution A/44/L.20/Rev.1 as the basis for mapping out African countries' development strategy. This paper attempts to provide some preliminary considerations of the strategies for implementing and monitoring AAF-SAP at the national and subregional levels. The paper first provides methodologically strategic options for integrating the short- and medium-term and long-term perspectives of the development process; secondly, it outlines mechanisms for the operationalization of the AAF-SAP at the national and subregional levels and finally spells out the steps for monitoring it.

II. METHODOLOGIES FOR INTEGRATING SHORT-TERM MACROECONOMIC ADJUSTMENT INTO MEDIUM OR LONG-TERM PLANNING

7. The implementation of medium or long-term development plans and short-term stabilization and structural adjustment programmes is a necessarily complementary process. The strategic options defined by the development plan should integrate short-term macroeconomic management and policies to provide economic guidance, thereby enabling strategic options to be translated into operating choices. For instance, the new generation of structural adjustment programmes that are to be drawn up less from a short-term financial perspective should incorporate a number of other dimensions of development (such as social dimensions, subregional dimensions, role of the endogenous sector, environmental concerns, etc.). Such a strategy, based on fair sustainable growth, aims at linking social and development objectives with the objectives of correcting financial imbalances.

8. Several planning methods or tools are available to planners to incorporate short-term macroeconomic balance into the long-term structural profiles. First of all, there is the "hard core" system of planning which incorporates high priority sectors or issues which offers adequate momentum to the development process of the country both in the short- and long-run. The "hard core" is based on the long-term development strategic choices which constitute guidelines for the development of the economy both in the short- and medium-term perspectives. For instance, the AAF-SAP hard core of the policy issues are classified into three groups: (a) strengthening and diversifying production capacity; (b) improving the level of income and the pattern of its allocation; and (c) expenditure of income for satisfaction of critical basic needs, namely those aspects of education, health and the integration of the youth and women (or the population at large) in the development process that are likely to increase productivity in both short and long-run. At the operational level, in order to ensure coordination among the various ministries and decision-making bodies, there is a need to incorporate also an institutional hard core of high priority public decision-makers.

9. After the hard core, there would be "optional components" of issues and institutions (NGOs, private sector, the public at large) arranged in order of priority, depending on conditions in the international environment and domestic progress in implementing the development plan. In this respect, use would be made of the "sliding planning" which is an extension of the Planning Programming Budgeting Systems (PPBS) method in which the plan has a sliding horizon and intertemporal choices are dictated by the employment/current resources balance (outside the capital budget) of the government budget.

10. In the sliding plan, medium-term objectives must be translated into short-term objectives and macroeconomic policy should be used as a tool for consistent check of medium-term policy management. On the one hand, medium or long-term objectives focus on the priority sectors of education, health, land use management, infrastructures, role in the international division of labour, the revival of agricultural and industrial production, and the development of communications, transportations and marketing resources. On the other hand, making allowances for unknown factors, instability and possible reverses should answer the question of how to manage changes in the orientation and short-term guidance of the economy. Integration of this kind requires translation of the medium-term plan into an annual sliding plan consistent with a government annual budget. This will require co-ordination among the various ministries and decision-making bodies such as the planning bodies, Finance Ministry and Central Bank.

11. What is important is not so much the formulation of a plan, which is simply a reference framework setting objectives for a given horizon, as the existence of an ongoing budgeting process. The planning body must work with several different timeframes and provide directions in an uncertain and random environment. The major trends which affect the long-term horizon must therefore be identified and hypotheses formulated concerning possible future movements of various external variables, thereby defining a number of long-term scenarios and translating these scenarios into the medium-term (3 years) and short-term (1 year) timeframes. It

is also desirable to return to selective policy instruments and incentive measures aimed at the productive sectors and to income redistribution policies. The revival of the productive sectors requires relative trade policies, allocation of credit on a priority basis, grants of foreign currency, and investments in agricultural and manufacturing production. Both national development planning and structural adjustment and stabilization programmes are designed within a national framework in terms of their consistency, objectives and the means used.

12. However, it must not be forgotten that interdependencies exist between different national economies and that policies undertaken in one country might affect the others. There is need therefore to take into account the interdependencies between countries' structures and the links between national economic policies and subregional integration. Development plans which incorporate short-term SAPs should be formulated taking into account the subregional or inter-country dimensions.

13. Another method to ensure the integration of short-term adjustment programmes and medium-term development plans is to use the so called "rolling plan" method. A rolling plan consist of (a) a macro-economic framework linking the growth of national income, savings, investment and balance of payments to public expenditures and revenues under different assumptions; (b) a rolling multi-annual public investment programme with phased outlays reviewed annually and (c) a fiscal plan consistent with the alternative macroeconomic assumptions including revenue forecasts, non-tax revenue forecasts, estimates of resources available from domestic and external borrowing and grants and projections of current expenditure including debt servicing, defence, administration and recurrent expenditure on development. In each year or roll-over, the portfolio of projects in the plan is subject to review on such aspects as priority rating, project execution and funding status. Ideally all the main means of economic policy corresponding to the objectives and targets of the plan should be specified in the plan document, and given more substance in terms of precise targets, instruments and outcomes in the first year of the rolling plan. Over the medium term part of the plan it may be possible only to provide a broad description of the policy measures required. In the annual statement a comprehensive, workable and consistent framework should be provided for the various economic policies. This annual policy frame should be in consonance with the medium term policy strategy.

14. Briefly, once the medium-term strategy has been defined, it is necessary to translate it into annual objectives and targets in both quantitative and qualitative terms for implementation purposes. These would embrace the annual policy objectives. The important feature of such annual objectives and targets is that some are indicative while others are binding, and all of which are to be checked for consistency at the aggregate and sectoral levels by using appropriate ratios or statistical relationships (such as elasticities, input-output tables, etc.). In such a system of annual or rolling planning, an analysis of the institutional, economic and regional implications is especially important at the level of sectoral programmes and project planning. It is mainly through the public sector investment allocations expressed in a variety of programmes and

projects that the government directly executes the development strategy drawn up in the medium-term plan. The task of the annual plan or the first year rolling plan is to break down the medium-term investment and expenditure targets by sector and according to projects. This requires strong systems of project documentation (including feasibility studies), measures of project, financial, economic and social value, and project ranking according to defined economic and social criteria. Ideally, projects should be based into those which are ongoing (carried over from earlier years), new (to be started within the plan period), and pipeline (possible projects for inclusion if more resources become available). Such a list of projects may serve a basis for current investment policy decisions (budget appropriations, credit policy, fiscal and monetary incentives income policy, etc.).

III. MECHANISMS OF OPERATIONALIZATION OF AAF-SAP

15. The momentum of the African Alternative Framework to Structural Adjustment for Socio-economic Recovery and Transformation (AAF-SAP) is now in full gear. Its cardinal these are that no programme or plan will work unless it is seen as being indigenous; that the diversity of African situations cannot all be addressed through the application of standard formulae for all of them; that the crisis overwhelming Africa must be seen first and foremost at a human one, and not merely in terms of macroeconomic disequilibrium, that developmental concerns - such as the alleviation of absysmall levels of health, nutrition, education and productivity - cannot be put on hold while resources are consumed by the need to correct economic imbalances; and that it is difficult to deny that the policies, both African and international, of the 1980s have been overwhelmingly inadequate to the task.

16. At the operational level, the ECA secretariat has already initiated four main studies relating to the AAF-SAP model-types and an in-depth analysis of some of the policy instruments of AAF-SAP so as to facilitate their smooth implementation at the national and sub-regional levels. These include (a) production subsidies for Sustainable Growth, (b) scope and limitation for differential interest rates; (c) possibilities and problems of multiple exchange rate systems. These studies are found in the documents (E/ECA/PSD.6/7) and (E/ECA/PSD.6/8).

17. The ECA secretariat is also planning a pilot sub-regional workshop on AAF-SAP for the governments of West Africa sub-region. The aim of the work which, it is hoped, will form a model for subsequent use is to popularize and operationalize AAF-SAP at the national levels and to enable countries exchange experiences and to facilitate coordination of policies at the subregional levels. Such a seminar/workshop, involving different levels of policy-makers and economic operators, will contribute to strengthening socio-economic policy design and policy implementation in accordance with the proposals and suggested prescriptions of AAF-SAP as well as to sustain the momentum already generated by AAF-SAP and prepare the way for policy re-orientation as we enter the 1990s. On the basis of the requests so far received from African governments and the consultations made, it is envisaged that the pilot seminar/workshop will be held for the West African sub-region in February/March 1990. Consultations are under way for organizing a similar workshop in the Central African subregion.

18. At the national level, the ECA secretariat intends to improve the capacity of African governments in economic policy design and implementation through the undertaking of in-depth special studies, consultancy advisory services, and training. It is more than evident now that inadequate understanding of the process of economic development and growth, shortages of capital and required skills and the weaknesses of a number of development institutions are some of the constraints that have eroded the efforts of African countries to transform their economies and launch them on to the path of self-sustaining development and growth. Thus, correcting structural imbalances without impairing the prospects for long-term, self-sustaining development constitutes the basic economic management challenge that most African governments will have to face squarely. This will require greater capacities in designing a proper mix of economic objectives and policy instruments that would enable them to set in motion the process of medium and long-term development.

19. For a number of important reasons, including the linkage between economic power and political power, the dearth of capital and the lack of investment opportunities and incentives, the African private sector has not been able to play an effective role in promoting economic development. The implementation of AAF-SAP at the national level requires a reorganization and/or realignment of the decision-making process for the design and implementation of adjustment with transformation programmes to ensure maximum cooperation between public and private sector agencies, between the government and the governed, and to mobilize popular support at the grass roots levels. First of all, there is a need to disseminate the understanding of AAF-SAP by the public at large through pamphlets, articles in journals in simple languages, public education through media and radio-TV programmes. The participation of population at the grassroots and the private sector must be ilicit using appropriate programmes and plans and ensuring that planning and programming are properly decentralized into carefully-articulated regional and local plans. Such a decentralized and participatory planning system should be flexible and seek to involve local people fully in the preparation, implementation and evaluation of adjustment programmes with transformation and projects and to strike as harmonious a balance as is feasible between the various key sectors of economic activity on the one hand, and among the various regions of the country, on the other. Accordingly, grassroots participation structures should be created or encouraged, training and awareness activities should be organized, and suitable technical and financial structures should be set up in support of the private sector's implementation of adjustment programmes with transformation.

20. There is also need to integrate the informal sector in the operationalization of AAF-SAP through fairer distribution of income, better adjustment of the educational system to the real need of the economy, better control of the rural depopulation of urban growth and solutions to the problems raised by urban population (foodstuff, housing, transport, health etc.) and promotion of national enterprises without foreign capital and without the pressure exerted by the import of capital goods on internal resources. This requires a rehabilitation of the socio-cultural environment through campaigns of information, education and training of the entrepreneurs and the provision of facilities of installations and marketing. The involvement of NGOs should also be encouraged. The indegeneous small and medium-scale enterprises should be promoted both in the urban centers and rural areas.

21. At the subregional level, the effectiveness, impact and relevance of policy used in coping with the crises and preparing the ground for sustaining long-term growth should be examined in the light of national experiences, and lessons drawn from such experiences will be cast into the future as guidance for better economic policy design from national as well as subregional and regional perspectives. The strategy, consisting of instituting the process of economic policy design from subregional and regional perspectives will generate useful complementarities in economic policy design among African countries, and contribute to laying the foundations for a harmonized approach to economic policy design, especially in view of the fact that the economic structures of the countries tend to be similar and their economic crises comparable in both their nature and magnitude.

22. It is also clear that the ad-hoc nature of policies and strategies designed essentially from national perspectives, have had the effect of clouding the vision of African decision-makers about the mutual impacts of different national economic policies on each others' economies. This phenomenon has tended to reduce the positive effects of such policies within individual national economies, without protecting them from external disturbances of regional and subregional origins. In such a context, a well coordinated exchange of experience in economic policy design and implementation among African countries represents a major step towards a comprehensive approach to African development issues, and also contributes a major step towards the economic integration of Africa through the harmonization of economic policies and strategies.

23. At subregional level, a strategy of developing a common, harmonized approach to development issues in African countries appears to be a most effective way of clearing the path to the development process and economic self-reliance proposed by the Lagos Plan of Action and a major step towards promoting institution building in the framework of a unified approach to development analysis and planning. In this respect, several studies on the coordination and harmonization of development plans and programmes at the sectoral levels and studies on structures of appropriate markets and customs unions so as to facilitate intra African trade and economic cooperation and integration are a continuous process of ECA activities.

24. The mobilization of internal and external resources is of crucial importance in the implementation of AAF-SAP. The adjustment with transformation programmes must take into account the resources constraints. While internal resources are clearly insufficient, at this stage, to achieve both simultaneously the adjustment and development goals, a satisfactory rate of development, from a long-term point of view, requires that the proportion of internal savings in total supply of resources be increased. This will provide the basis for self-sustained growth with stability and freedom from intolerable debt burdens. The stimulation of domestic savings generally requires the setting up of adequate institutions, incentive policies, and appropriate taxation. While it is certainly difficult to save when the levels of income are very low, it has been recognized that even low income countries, both in Africa and other developing regions, particularly in Asia, have demonstrated a capacity to save at least from the additional income resulting from increased production. To promote the agricultural and industrial production while constantly raising the economic efficiency of production is therefore, of vital importance to resource mobilization in developing African countries.

25. Inadequacy of financial resources has often been one of the constraints in the implementation of development plans in African countries. It is, therefore, imperative that budget bureaux and departments in every African countries look beyond the current or next fiscal year and prepare estimates of receipts and expenditures for second years ahead or for the entire plan periods. Since medium-term forecast of financial resources are tentative, the budgetary process must indicate the objectives of fiscal policies to be persued for the year to come in order to promote savings and investment in the economy as a whole in accordance with the goals laid down in the development plan. Planning of financial resources is really a budget projection balancing revenue and expenditure for several years to come. A broad objective of financial planning should aim at compelling government of a country to give adequate notice of its diverse political, social and economic intentions within the general framework of practical financial possibilities.

26. The effective functioning of government financial plan will have, therefore, to depend on continually reviewing the fundamental macroeconomic assumptions and the revenue calculations based on them. It should be readily adaptable to changing socio-economic conditions and requirements of individual countries. This means that a medium-term financial plan is only practically useful when it is conceived as a dynamic fiscal instrument than a static short-term legal device. Planning of financial resources must of necessity include "revolving planning" which should require successive annual revisions and prolongations. The skillful use of financial plans by governments of African countries through their budgetary administration and management will make the difference between success and failure of the implementation of AAF-SAP.

27. While it has been argued that there is need to integrate and harmonize the planning activities at various levels and to strengthen the macro-economic content of the plans, it has been observed that, for many years, planners and the financial managers hence tended to go their separate ways in a number of African countries. The macro-economic component of most national plans and programmes does contain projections of the main national accounts, often including some financial accounts. Yet, it has been noted that in a number of cases, plans are seldom reconciled with the annual budget, and that the capital budget, which in most countries is technically the responsibility of the planning agency, is seldom co-ordinated with the recurrent budget which is within the bailiwick of the Ministry of Finance. Therefore, there is need to blend the functions of planning and financial management, and the policy and programme control functions.

28. The mobilization of external financial resources is obviously also needed to supplement the scarce domestic funds available for implementing the adjustment process with transformation (AAF-SAP). Yet, the process is arduous in the situation and prevailing conditions of diwindling foreign official development assistance and increasing "donor fatigue". Furthermore, expertise and caution are required to avoid any further ballooning of the external debt. Effective debt management is also a related strategic issue which deserves a particular attention.

29. Whatever the resources available for implementing AAF-SAP - domestic or external - it is necessary to ensure that they are put to optimum use. Obviously, the main objective in this context is to increase production, thereby increasing employment and income. A high rate of capital formation has been generally linked to increased production and income. And the efficient management of the investment programme, including both the sectoral and the project level, is a crucial element of development planning and financial management. Generally, it is at the annual programming level that planning and budgeting are reconciled.

IV. MONITORING MECHANISMS

A. AAF-SAP Monitoring Indicators

30. In general, AAF-SAP monitoring systems should be designed to cater for the assessment of the main objectives, policies and targets for the programmes. Salient among the socio-economic indicators of AAF-SAP are:

(i) Food security: measured by food self-sufficiency ratios, food reserve stocks, food imports trends.

(ii) Economic and financial parameters: levels and structures of GDP per capita income, balance of payments), surpluses/deficit budget, government expenditures, prices, etc.

(iii) The satisfaction of basic needs: health, food and nutrition, education, housing and human settlement, and social services.

(iv) Collective self-reliance among African countries: intra-African trade, joint projects, number of African experts and technicians, etc.

(v) Popular participation in development: employment, equity, proportion of youth and women in labour force, etc.

(vi) Protection of the environment: afforestation; national parks, etc.

(vii) Economic and Financial Independence: domestic saving as percentage of investment , imports or exports as percentage of GDP, external debt as percentage of GDP, foreign capital in flows, etc.

31. It will be essential to organize systems for compilation and processing of information and data that will facilitate the assessment of the impacts of the programmes. It is imperative that AAF-SAP be reviewed and monitored regularly on the basis of those sets of socio-economic indicators so as to provide early warning against probable deviations from the goals of the programmes.

B. The need for adequate information systems

32. Since the 1970s in particular, structural adjustment programmes and economic development planning in Africa has run up against problems of inadequate information systems. A great deal of information escapes the statistical process, thereby hampering the regulatory, forecasting and decision-making processes. For example, many "grassroots" activities escape the Central Government planning machinery, because they rely on non-market modes of regulation. The informal sector or the underground economy - in rural as well as in urban areas - largely eludes the statistician. Many foreign trade, financial or technological flows go unrecorded. Unofficial foreign trade between African countries is at least twice as high as the official trade. Data on capital outflows are subject to very high margins of error. A great deal of information concerning the systems of production is very unreliable. Statistics on agricultural production or income distribution mechanisms associated with transfers are very uncertain.

33. These shortcomings of the information systems may be explained by the fact that the standardized information systems (census of productive activities, national accounts, etc.) appear to be poorly suited to describing the economic realities of African countries. Many categories - particularly those of the national accounts - are a very poor reflection of the diversity of production structures and their interrelations. In addition to data collection difficulties, many African countries have problems with the centralization, sorting, classification, storage and processing of data. Generally speaking, information is compartmentalized, opaque and poorly circulated. As a result of these constraints, the national accounts and the agricultural and population censuses are published very irregularly with several years of lag. Their poor reliability degrades the quality of economic forecasts, structural adjustment and planning which rely heavily on them.

34. Therefore, as spelt out in the UNF-SAP, there is need to organize national, subregional and regional data systems which facilitate the assessment and monitoring of the impact of adjustment with transformation programmes in such a way that they provide early warning about deviations from objectives and set goals. It, therefore, becomes absolutely necessary to design a means of quantitatively describing economies which simultaneously involve the production of goods and services and the use of such goods and services, especially the production structure (supply side) and the income generation, distribution and use (demand side) in such a way that changes in the latter (short-term demand management) bring about appropriate changes in the former (medium-term structural changes and economic development). The introduction of a social accounting matrix (SAM) in the planning models is designed to solve some of these problems. However, the difficulty in installing this statistical tool in the African countries stems from (1) the fact that SAM imposes substantial data demand and human and financial resources for data collection, processing and retrieval, although it remains a relatively flexible system adaptable to any economic system; (2) the need for household surveys and production censuses and the need for an institutional machinery to coordinate short-term forecasting

activities at the country level; and, (3) the need to create the national capabilities to manage the SAM-based computable general equilibrium models. The SAM-based planning methods take into account not only the short-term adjustment process but also the medium-term growth process as well as the distribution of that growth among various social groups.

C. Elements of AAF-SAP monitoring

35. As spelled out in the AAF-SAP document, the major objective of the monitoring process for adjustment with transformation programmes is the assessemnt of the extent to which objectives and targets are being achieved. Ideally all the main means of economic policy corresponding to the objectives and targets of the plan should be specified in the plan document, giving more substance in terms of precise targets, instruments and outcome in the first year of the rolling plan. Over the medium-term part of the plan, it may be possible only to provide a broad description of the policy mix measures required. To monitor such targets and objectives there should be an annual review of the performance of the agreed socio-economic indicators and their annual forecasts.

36. Thus, the annual review should give a comprehensive view of the progress made in the economy in both physical and financial terms. In this respect, the more important macro-economic aggregates should be examined in both terms: levels and structures. These include GDP, investment, savings, consumption, exports, imports, prices, balance of payments, employment, etc. The depth of the review will, of course, depend on the level of statistics available for the preceding year. That is why there is need to urgently up date macroeconomic data through estimation or forecast econometric method. If data is not available then a partial analysis, limited to evaluation of the public sector activities should be conducted. Furthermore, the annual review should also encompass sectoral developments, concentrating on selected large investment projects and important commodities. The latter analysis might include groups of commodities whose production and price trends need to be carefully monitored. Qualitative assessment of people standard of living and the extent of progress in meeting basic needs should also be undertaken.

37. The annual forecast should follow then the annual review in order to meet two major requirements. First, the mapping of the likely economic developments in the coming year, and second, to facilitate the selection of annual plan targets and objectives, within the framework of the medium-term plan. The annual review and the forecast should ideally be presented at the same time as the annual budget and refer to the same time frame. The forecasts should include economic resources available and uses estimates. A related set of government accounts would also be composed for public revenue, consumption, investment, and savings. The data compilation of the base year and the projection for the coming year of such an integrated set of accounts indicates the relationships between the over-all macro-economic resources picture, on the one hand, and the main contours of the government's revenue and expenditure budget on the other. Whatever the form of national economic budget constructed, its main function must indicate the inter-relationships between the government budget and over-all economic activity conceived in macroeconomic terms.

38. The forecasts, as indicated above, could be prepared on the basis of an eclectic approach or using econometric methods. The choice depend on the level of knowledge of the working of the economy, data availability, and the identification of stable economic relationships. In either case, a systematic presentation of the data in the form of national accounts (sources and uses of funds) is desirable, using either an expenditure or production approach. Under an expenditure based set of accounts, the analyses should be on the demand side, with separate forecasts for consumption (private and public), government expenditure, private investment, government investment, investment in stocks, exports and imports. A production based approach should use value added ratios to forecast production sector by sector of industrial origin.

39. Within the national economic budget - annual rolling plan - detailed forecasts could be prepared on financial resources available to the economy as a whole, to government (current and constant prices) and to the private sector. A flow of funds accounting framework would then record all the transactions in the economy carried out through a transfer of money. An ancilliary set of accounts which would allocate scarce foreign exchange between alternative uses would be expressed in an annual foreign exchange budget or balance of payments forecast which would start from a projection of export earnings, imports, net capital inflows (official and private), and likely and uses of foreign exchange. Among the key material balance that might be constructed would be those for essential inputs, such as electric power, water, construction materials, with estimates of domestic production and the import requirements.

40. The MULPOCs and the various subregional economic co-operation groupings (ECOWAS, CEEAC, PTA, etc) should pursue such an exercise at the subregional level while the ECA secretariat will do it at the regional level.

V. CONCLUSION

41. The "African Alternative Framework to Structural Adjustment Programmes" (AAF-SAP) pointed to the fact that structural change or reform or adjustment must be recognized as a long-term endeavour for which considerable flexibility is required if grave social disruption is to be avoided and that the strategy for achieving the desired adjustment or reform should come from within such country, in accordance with its need, priorities, and long-term development goals, this means that there is a need to integrate short-term reforms with medium or long-term plannings. The ECA secretariat is still searching for means and ways of effectively implementing structural adjustment with transformation through use of specific studies, training, advisory services and subregional exchanges of experiences.

42. Proposals designed to improve the operational, implementation and monitoring characteristics of such an integration approach of AAF-SAP would include: (1) the improvement of information systems in order to monitor the activities of the non-structural sector, minimize voluntary or involuntary errors or omissions in foreign trade and financial flows, and provide more

reliable and accurate socio-economic indicators; (2) the modification of planning methods to ensure a more effective co-ordination among the various ministries and decision-making bodies, in particular the coordination between the annual budget and the medium-term plan through the institution of the "hard core" of high priority for public decision-makers which offers adequate incentives to major national, subregional and international economic units; (3) the adoption of the Planning Programming Budgeting System (PPBS) method in which the plan has a sliding horizon and intertemporal choices are dictated by the employment/current resource balance of the government budget, (4) the short-term objectives and macroeconomic policy are used as a tool of checking and connecting medium-term policy management. To facilitate this process, a time-schedule for plan preparation, implementation and monitoring is indispensable. Experience from Africa (and elsewhere in developing world) suggests that solide information on the economic performance of the past year usually surfaces about mid way through the succeeding year. However, as soon as some indications of the economic outlook become available, the formulation of the objectives, strategy and broad dimensions of the coming year's annual rolling plan must be presented as guidelines to the agencies concerned with the working out of targets, programmes, projects and policy instruments for adjustment with transformation.

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ECA'S TECHNICAL ASSISTANCE IN PLANNING, STATISTICS, DEMOGRAPHY AND INFORMATION SCIENCES

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ANNEX I - LIST OF PROJECTS EXECUTED BY ECA IN THE FIELDS OF PLANNING, STATISTICS, POPULATION AND INFORMATICS AND DOCUMENTATION

ANNEX II - LIST OF REGIONAL ADVISERS IN POST

I. INTRODUCTION

1. The present paper summarizes the ECA technical assistance activities during the biennium 1988-1989 in the fields of planning, statistics, demography and information sciences. It is intended to supplement the paper on "United Nations Technical Co-operation Relating to Development Planning, Statistics and Population in Africa, 1988-1989" (E/ECA/PSD.6/6), prepared by the Department of Technical Co-operation for Development (DTCD) at the United Nations Headquarters.

2. The ECA technical assistance to member States during the period under reference in the fields indicated above continued to focus on support to activities being carried out under Africa's Priority Programme for Economic Recovery (APPER), 1986-1990, and the United Nations Programme of Action for African Economic Recovery and Development (UN-PAAERD), 1986-1990. As in the past, the implementation of the Lagos Plan of Action and the Final Act of Lagos has also been taken into account.

3. The relevant operational activities were financed mainly by donor agencies such as the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), the Governments of Canada and the Union of Soviet Socialist Republics (USSR), the International Development Research Centre (IDRC) and the Ford Foundation. The contributions of the various donor agencies during the biennium 1988-1989 by project are shown in the Annex I. However, resources were also made available from the United Nations regular budget and the regular programme of technical co-operation for carrying out technical assistance activities, particularly in the area of planning. A list of ECA advisers in post during the biennium 1988-1989 is also attached as Annex II.

II. ECA TECHNICAL ASSISTANCE IN PLANNING

4. In the field of development planning, technical assistance and advisory services were rendered to quite a number of African countries. The nature of the assistance covers a wide area of activities including preparation of development and recovery plans, policy formulation, investment programmes, formulation of regional development strategies, donor supported programmes of round tables of African Least Developed Countries, and forecasting systems, outlooks and perspectives and economic sectoral modelling.

5. The basic objective of the technical assistance programme is the strengthening of the planning capabilities at the country level with the view of upgrading planning apparatus, methodologies and techniques. The main focus of the programme is the operationalization of the Lagos Plan of Action and its components, the United Nations Programme of Action for Africa's Economic Recovery and Development and the African Alternative Framework of Structural Adjustment Programmes for socio-economic

recovery and transformation. The immediate objective is the training of planners and officials dealing with various aspects of development planning with the aim of enhancing and developing the planning capacities in the African region.

6. During the 1988-1989 biennium, the activities covered in the area of planning include the following:

(i) Advisory services were provided to six countries in connection with the preparation of annual surveys of economic and social conditions in Africa. An advisory mission was also undertaken to advise two research institutes on research policy while there was participation in two training workshops, one organized under the auspices of African Association of Public Administration on the organization of consultancy and the other under the auspices of Association of Accountants in West Africa on structural adjustment.

(ii) ECA also participated in a number of country round tables in support of the Substantial New Programme of Action in favour of LDCs. These are Chad, Lesotho, Burundi, Sao Tome and Principe. The secretariat also attended meetings of Governmental Experts of Donor Countries and Multilateral and Bilateral Financial and Technical Assistance Institutions with the representatives of the LDCs, and UNCTAD/Netherlands Sponsored Meeting Preparatory to the UN Conference on LDCs.

(iii) In the area of perspectives and long-term outlook, ECA prepared a comprehensive study on Africa's development perspective entitled "Beyond Recovery: ECA - Revised Africa's Development Perspective 1988-2000" which meant to provide a methodological framework for the accelerated implementation of the Lagos Plan of Action.

(iv) ECA also prepared the African region contribution as part of the preparation process for the Fourth United Nations Development Decade of the International Development Strategy. The contribution was adopted by the Sixteenth meeting of the ECA Conference of Ministers and the Twenty-fourth Session of the Commission.

(v) In the area of policy formulation, ECA, in recognizing the need for improving the policy framework to make it consistent with Africa's development priorities and objectives as stipulated in the regionally agreed development strategies, was prompted in a search for an alternative. The document entitled "African Alternative Framework of Structural Adjustment Programmes for Socio-

Economic Recovery and Transformation" was prepared and then adopted by the joint meeting of the Ministers of Planning and the Ministers of Finance.

(vi) In the field of short-term forecasting and structural adjustment, ECA continued to provide technical assistance to a number of countries in the preparation of their short-term policy models. Assistance was particularly provided to (a) Congo in the design and formulation of short- and medium-term models within the framework of the preparation of their country's second five year development plan 1990-1994; (b) Mali in explaining the important policy issues which are impeding development plan in Africa allied with year-to-year financial and economic programme formulation and implementation and the adoption of the AAF-SAP approach that adjustment must be seen as part of a long-term development process that need to address basic supply constraints as well as social issues; (c) Lesotho where a macro-economic model was proposed within the framework of the simulation of the country's alternative policy measures as those contained in AAP-SAP.

(vii) The United Nations African Institute for Economic Development and Planning, a subsidiary organ of ECA, provided training on a sustained basis to 99 trainees from 26 African countries and 102 trainees from 28 countries during 1987-1988 and 1988-1989 respectively in economic development and planning, and short-term specialization programmes in industrial development in Africa, population and human resources, and agriculture and rural development in Africa. The programmes are also empirically oriented with research and course modules designed to stimulate actual field experience. During the biennium 1988-1989, IDEP has been receiving assistance from various sources notably among them is the UNDP which provides the bulk of the budget, UNFPA which provides resources for a special training programme on population and human resources, and other sources such as USAID, the World Bank, and the Commonwealth Secretariat, etc.

III. ECA TECHNICAL ASSISTANCE IN STATISTICS

7. In the field of statistics, the major technical assistance activities were carried out under two main projects, namely the Statistical Development Programme for Africa (SDPA), financed by UNDP, and the Regional Advisory Service in Demographic Statistics (RASDS), financed by UNFPA. However, such activities were also undertaken within the framework of two other projects, namely the UNDP/IBRD/ECA project on Data Collection related to Development Programmes and Aid Flows in Africa and the Census Training Programme for Sub-Saharan Africa, financed by UNDP and UNFPA/Government of Canada respectively. There is also another project in demographic statistics which is limited to the member countries of the "Union douanière et économique de l'Afrique centrale" (UDEAC).

8. The SDPA project provides support to activities undertaken within the framework of the Statistical Training Programme for Africa (STPA), the African Household Survey Capability Programme (AHSCP), the development of national accounts and basic economic statistics and the development of statistical data bases.

9. The RASDS project is intended to assist African countries to build up the capability for carrying out population censuses and demographic surveys and establishing viable civil registration systems and vital statistics collection. The related project on Census Training Programme for Sub-Saharan Africa aims at making the countries of the region self-reliant in census-taking. It thus supplements the RASDS project.

10. An assessment of the statistical capacities of the ECA member States is included among the activities undertaken within the framework of the project "Data Collection related to Development Programmes and Aid Flows in Africa". This issue will be discussed under a separate item of the agenda for the Joint Conference. It is therefore proposed not to make a full report on it in the present document.

A. The SDPA

11. The project "Statistical Development Programme for Africa (SDPA)" is the result of the merging, as from 1 July 1987, of activities undertaken previously under three separate projects, namely the African Household Survey Capability Programme (AHSCP), regional component, the Operational support to improvement and expansion of the Statistical Training Programme for Africa (STPA), and the assistance to Least Developed and Newly Independent Countries in the field of National Accounts. The issue of statistical data base development has been added later on to the project in view of its increasing importance.

12. In the field of household surveys, one post of household survey specialist and one post of statistical training adviser/survey specialist were available to render advisory services to member States under the SDPA project. However, the International Labour Organisation (ILO) continued to provide one post of regional adviser in household surveys in support of the AHSCP programme. The post of data processing specialist provided by the Government of the Federal Republic of Germany was phased out in June 1988 upon the expiration of the relevant bilateral co-operation agreement with ECA. About 35 technical and backstopping missions were undertaken to 20 member countries during the biennium 1988-1989 in the area of household surveys, excluding the missions undertaken in the field of demographic surveys by the team of the Regional Advisory Service in Demographic Statistics (RASDS) financed by UNFPA.

13. A bilingual working group meeting on household surveys was organized in Addis Ababa from 16-20 October 1989. It was attended by experts from 21 member States of ECA. The working group considered a progress report on the AHSCP and discussed issues relating to experiences and problems of selected surveys in Africa in the 1980s, household survey data analysis and applications and co-ordination of AHSCP with other programmes of household surveys. The report of this working group is being submitted to the Joint Conference under another agenda item.

14. In the area of statistical training, within the framework of the Statistical Training Programme for Africa (STPA), missions were undertaken by the two statistical training advisers under the SDPA project to Botswana, Chad, Mali, Nigeria, Sao Tome and Principe and with the purpose of assisting these countries in the implementation of their in-service training programmes or middle level training programmes at national level. Some of the missions concentrated on the evaluation of the training programme while others assisted in the development of a project document for donor financing. The two statistical training advisers also provided teaching support to STPA centres, national statistical offices in-service training programmes and middle level statistical training centres at national level. The STPA centre which was visited for this purpose was the Eastern Africa Statistical Training Centre (EASTC) in 1988 and 1989. National statistical offices and middle level statistical training centres at national level which were visited were those of Sierra Leone (1988 and 1989), Congo (1989) and Burundi. In addition other staff of the Statistics Division assisted in teaching at the "Institut africain et mauricien de statistique et d'économie appliquée" (IAMSEA), Kigali, Rwanda. Two missions were fielded in 1988 and two in 1989 for this purpose.

15. As part of the support to the EASTC one training adviser joined a Tanzania Government delegation during its visit to Zambia and Zimbabwe. The purpose of the mission was to seek a

commitment of these countries on their continued use of the centre and to seek a commitment for signing joint funding project requests to international agencies for the development and expansion of the centre.

16. Two seminars for trainers involved in middle level in-service statistical training were organized, one for French-speaking African countries in Abidjan, Cote d'Ivoire, from 24-28 October 1988 and the other for English-speaking countries of the region in Harare, Zimbabwe, from 21-25 November 1988. Also, the Sixth biennium meeting of Directors of Centres participating in STPA was held in Addis Ababa from 4-8 December 1989. The report of this meeting is also being submitted to the Joint Conference under a separate agenda item.

17. Five new fellowships for training of trainers were awarded in 1988. One two year fellowship was awarded to a lecturer from the National University of Lesotho; one two year fellowship to a lecturer from the "Ecole nationale supérieure de statistique et d'économie appliquée (ENSEA), Abidjan, Cote d'Ivoire; one seven month fellowship to a lecturer from EASTC; and two fellowships, one for two year and another for one year to lecturers from the Institute of Statistics and Applied Economics (ISAE), Kampala, Uganda. Two visiting lecturers were also provided in 1988 and 1989 to ISAE, one for two months and the other for six weeks to teach statistical methods.

18. Within the framework of the Special assistance to Portuguese-speaking African countries in the field of statistical training, a second meeting of representatives of the countries of the group was organized in Luxembourg in February 1988, jointly with the Statistical Office of the European Communities (SOEC). A third meeting was organized in Lisbon by the SOEC and the Government of Portugal in November 1988 and one ECA Statistical Training Adviser participated in the meeting. All conditions seem to be met for the opening in 1990 of the Bissau middle level statistical training centre for nationals of Guinea Bissau, Cape Verde and Sao Tome and Principe and the Lisbon Centre (CESD-Lisbon) for training professional level statisticians for all the Portuguese-speaking African countries.

19. In the area of economic statistics, about 20 technical advisory missions were fielded in 12 African countries. The missions were to develop the basic economic statistics of the countries concerned, compile national accounts, provide on-the-job training and build up national capability and self-reliance in the production, application and dissemination of basic economic data designed to meet the needs of current policy concerns. Follow-up missions and feed-backs reveal that recommendations and suggestions for improvements made during the advisory missions have, in general, been implemented by the countries concerned. However, it should be noted that a high

turn-over of staff still exists in many African statistical services, thus impeding the progress of the programme objective of self-reliance.

20. During the biennium, activities in the area of industrial statistics continued to focus on assistance to countries in setting up integrated systems of industrial statistics within the framework of international recommendations.

21. Two working group meetings (one for English-speaking and the other for French-speaking African countries), on improving the basic economic statistics required for planning purposes were held simultaneously at ECA Headquarters, Addis Ababa, in September 1988. The working groups discussed, inter alia: (a) basic economic data required for general assessment of the economy and planning; (b) the use of the UN system of national accounts as a tool for data collection for development planning; (c) relationship of national accounts developemnt to planning; and (d) the uses of micro computers in the preparation of national accounts. The meetings were attended by representatives of the following member States: Angola, Benin, Burundi, Cameroon, Central African Republic, Côte d'Ivoire, Egypt, Equatorial Guinea, Ethiopia, Guinea, Liberia, Madagascar, Malawi, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Sudan, Swaziland, Tanzania, Togo, Zaire, Zambia and Zimbabwe.

22. In the area of statistical data base, one mission was undertaken to Congo to assist the Government in installing the PADIS-STAT data base on the HP 3000 computer of the national statistical office (CNSEE) and in training of personnel. Also a training seminar on the use of software packages in statistical computing for French-speaking Government statisticians and planners was organized in February 1989. The seminar was attended by representatives of the following countries: Angola, Cameroon, Chad, Comoros, Djibouti, Gabon, Guinea, Morocco, Niger, Rwanda, Senegal and Zaire.

B. RASDS and related projects

23. The Regional Advisory Service in Demographic Statistics (RASDS), which is financed by the United Nations Population Fund (UNFPA), comprises eight regional advisers during the biennium 1988-1989. Two of these posts (sampling adviser and second post of data processing adviser) are new and have been filled only as from July/August 1989. The long-range objective of the RASDS is to assist African countries to build up the capability for carrying out population censuses and demographic surveys and establishing viable and reliable civil registration systems and related activities with little or no external technical assistance.

24. During the period under review, about 90 advisory missions were carried out to 35 member States. Nineteen of these were related to assistance on organization, planning and conduct of population and housing censuses and demographic surveys, 24 on census cartographic activities, 19 on census data processing, 12 on development and improvement of civil registration systems and vital statistics, 14 on basic needs assessment and programme formulation and two in sampling. The majority of these missions were fielded at the request of governments or UNFPA representatives. Others were initiated by ECA to monitor the progress made in census and survey activities in the various countries and to provide relevant assistance.

25. Within the framework of the project "Census Training Programme for Sub-Saharan Africa", financed by the Government of Canada through UNFPA, 14 national training courses were organized during the biennium 1988-1989 seven in English-speaking, five in French-speaking and two in Portuguese-speaking countries. Six of the courses were on census organization. These were conducted in Lagos, Nigeria, from 7 to 29 April 1988; in Cotonou, Benin, from 3 to 21 October 1988; in Kampala, Uganda, from 22 October to 6 November 1988; in Praia, Cape Verde, from 9 May to 3 June 1989; in Maputo, Mozambique, from 11 to 25 September 1989 and in Kigali, Rwanda, from 3 to 20 October 1989. The courses were attended by a total of 110 national statistical/census offices staff and statisticians and planners from other ministries. The remaining 8 courses were on census data processing and were organized in Accra, Ghana, from 11 to 24 April 1988; Yaounde, Cameroon, from 22 March to 16 April 1988; Bangui, Central Africa Republic, from 24 May to 9 June 1989; Mauritius from 14 February to 10 March 1989; Freetown, Sierra Leone, from 3 to 21 July 1989; Niamey, Niger, from 13 November to 6 December 1989; Nairobi, Kenya, from 13 November to 2 December 1989; and Addis Ababa, Ethiopia, from 11 to 29 December 1989. A total of 125 trainees attended these courses.

26. Two sub-regional workshops on census cartography were also conducted during the period under review. The first workshop was organized for French-speaking Eastern and Central African countries in Kigali, Rwanda, from 28 March to 8 April 1988. The following 7 countries were represented in the workshop: Burundi, Central African Republic, Comoros, Gabon, Madagascar, Rwanda and Sao Tome and Principe. The other workshop was organized for English-speaking eastern and southern African countries in Nairobi, Kenya, from 8 to 19 May 1989. It was attended by senior professional staff of statistical/census offices from Botswana, Ethiopia, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Somalia, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

27. ECA continued to be the executing agency for the Technical Co-operation Project in Central Africa (UDEAC/DEP) in the field of demographic and social statistics data collection, processing

and analysis. An evaluation of the project was undertaken in January/February 1988. It concluded that the majority of the objectives of the project had been achieved. However, some objectives relating to data analysis and applications for planning purposes have not been fully met in view of the various stages of statistical development of the UDEAC member countries (Cameroon, Central African Republic, Chad, Congo, Equatorial Guinea and Gabon).

28. The evaluation report recommended that the project should be extended for a new phase covering the period 1989-1992 with due attention given to data analysis and applications. UNFPA has approved the evaluation findings and recommendations.

C. Other

29. Within the framework of the UNDP/IBRD/ECA project on "Data Collection related to Development Programmes and Aid Flows in Africa" missions were carried out to 12 ECA member States to assess their national statistical capacities. The results of this assessment are being submitted to the Joint Conference under a separate agenda item.

30. In the field of environment statistics one advisory mission was carried out to assess the feasibility of establishing this new area within the CSO of Botswana (1988). The mission found that some of the groundwork - notably an environmental assessment had been carried out and that some interest existed within various ministries to pursue a programme. But the just been informed by the CSO that the Government of Botswana has agreed to fund an Environmental Statistics Unit as of April 1989. Outside funds are currently being sought to support the CSO in the setting up of the Unit.

31. Due to lack of funds a second advisory mission foreseen in the work programme 1988-1989 could not be carried out.

IV. ECA TECHNICAL ASSISTANCE IN DEMOGRAPHY

32. The Population Division of ECA continued to receive funds from the United Nations Population Fund (UNFPA) for the execution of five projects. Two of these projects - the Regional Demographic Advisory Services and the Population Information Network for Africa (POPIN) are based in the Division, whilst the other three are based in Accra (Ghana), Yaounde (Cameroon) and Bamako (Mali). A short account of the technical assistance activities of each project during the period 1988-1989 is given below:

A. Regional Demographic Advisory Services

33. The main objectives of the Regional Demographic Advisory Services are to assist ECA member States in formulating, evaluating and assessing population related projects, in evaluating and analysing data from population censuses, surveys and vital registration systems and in the integration of population variables into development planning and policy formulation; and finally in assisting in the training in population of nationals of the member States. During the period under review, the countries which received such services were as follows:

- Project formulation, evaluation and assessment:
  Benin, Sao Tome and Principe, Swaziland, Niger, Gabon, Djibouti, Cote d'Ivoire and Seychelles

- Data evaluation and analysis and integration of population variables into development planning:
  Congo, Benin, Cameroon, Togo, Burkina Faso, Liberia, Ghana, Niger and Swaziland

- Training and human resources development:
  Sub-regional workshops in data evaluation and analysis for both Anglophone and Francophone countries and national workshops on census data analysis in both Anglophone and Francophone countries.

34. Three regional advisers (two Anglophone and one Francophone) were in post during the period.

B. The Regional Institute for Population Studies (RIPS) Accra, Ghana

35. RIPS continued to provide demographic training to nationals of the English speaking African countries. It also organized workshops on data evaluation and analysis (August 1988) in collaboration with ECA and on the Statistical Analysis of Demographic data (November - December 1988) in collaboration with the International Statistical Institute (ISI). These workshops were attended by practicing demographers in Anglophone Africa. A colloquim on the impact of family planning programmes in sub-Saharan Africa was also organized in April 1989.

36. The numbers of students admitted into RIPS were 33 for the M.A. course in October 1987 and five students for the M. Phil. course in January 1988. There were three students doing the Ph.D. course. In october 1988, 43 new M.A. students were admitted; and two new M. Phil. students were admitted in January 1989.

37. The ECA secretariat continued to be responsible for the management of PIPS. A meeting of the Governing Council was held in January 1988. UNFPA continued to be the main source of funding, providing US$736,300 in 1988 and US$712,300 in 1989.

C. Institut de formation et de recherche démographiques (IFORD) Yaounde, Cameroun

38. IFORD continued to provide demographic training to nationals of the French-speaking African countries. The main programme continued to be the two year course leading to the Diploma in demography. Students are now admitted every other year rather than annually. In 1988, 31 students who started their course in 1987 were awarded the diploma. In the same year 32 students from 16 countries were admitted to the two year course.

39. IFORD continues to organize the one year introductory course into research for graduates of the diploma course. Two students were admitted for this course in 1987 and 1988. A Training workshop on the statistical analysis of fertility was held in October 1988 in collaboration with the International Statistical Institute (ISI).

40. The ECA secretariat continued to be responsible for the management of IFORD and organized a meeting of its Governing Council in March 1988. Another meeting of the Council was held in April 1989 in Addis Ababa. UNFPA continued to be the main source of funding and provided US$948,000 in 1988 and US$871,000 in 1989.

D. Centre for Studies and Research on Population for Development (CERPOD), Bamako, Mali

41. The former Socio-Economic and Demographic Unit (USED) of the Institut du Sahel (CILSS) was converted into CERPOD with effect from 25 January 1988. The first five year work programme of CERPOD covers studies and research, training, scientific information (data bank), technical assistance to Sahelian countries and international scientific co-operation. CERPOD has continued to take an active role in the population information system (POPIN) of the ECA Population Division.

42. ECA continued to be the executing agency for funds provided by UNFPA. These amounted to US$256,000 in 1988.

E. The Population Information Network for Africa (POPIN)

43. POPIN is a regional network linking institutions and organisations connected with population information collection, documentation and dissemination on Africa. It serves as a channel for disseminating such information to government leaders and officials, researchers, media etc.

44. The Co-ordinating Unit of POPIN is located in the ECA Population Division and received funds from UNFPA amounting to US$210,000 in 1988 and US$475,730 in 1989.

45. The major activities undertaken by the Co-ordinating Unit for the 1988-89 biennium were as follows:

(a) The creation of a POPIN-Africa Technical Working Group (PAT) to advise on technical operational issues of POPIN-Africa.

(b) A sensitization seminar for mass media agencies was held in November 1988 in Dakar.

(c) Preparation of the Country bibliography series: one was produced on Ghana.

(d) The identification of potential National Participating Information Centres (NPIC) was pursued. Rwanda, Tanzania and Nigeria were visited for the formulation, reformulation of project documents for the establishment of NPICs.

(e) A working group for the Dissemination and Diffusion of Population Information (PAWID) was created. Its members are mass media groups and institutions.

V. TECHNICAL ASSISTANCE IN INFORMATION SCIENCE

46. The ECA Pan African Development Information System (PADIS), formerly Pan African Documentation and Information Systems, is the major source in Africa for technical assistance in information science. The objectives of PADIS' technical assistance are:

- To assist African states in strengthening national capacities for collection, storage and utilization of data on development through advisory services, training and user services;

- To promote the exchange of information for development among African member States;

- To promote the improvement of information infrastructure in African member States in order to strengthen bibliographic control of national development information output;

- To train information specialists at national, sub-regional and regional levels in order to upgrade skills and introduce modern methods of information handling;

- To promote the utilization of common norms and standards of information handling in the region in order to ensure compatibility with international information systems.

47. PADIS' funds for technical assistance come from a variety of sources. During the biennium it received funding for its technical assistance activities on behalf of member States from (a) the United Nations Development Programme (UNDP): three projects, viz., PADIS Phase III (RAF/86/053), Establishment of a data bank and information service for the Organization for the Management of the Kagera River Basin (RAF/88/125) and participation of North African Countries in PADIS (RAF/88/012); (b) the United Nations Development Fund for Women (UNIFEM): Expert Group Meeting on the Development of a Data Bank on Women and Development; (c) International Development Research Centre (Canada): PADIS Training Activities and Regional Seminar on Information and Informatics Policies in Africa; (d) the Union of Soviet Socialist Republics (USSR): Study Tour on the Management of Scientific, Technological and Socio-economic Information Systems and Networks and (e) Ford Foundation: Support for Participants to the Expert Group Meeting on Women and Development. Total funds for technical assistance from these sources during 1988-1989 were US$2,302,635. The breakdown by project appears in Annex I.

48. The major categories for PADIS' assistance to member States are training, including fellowships and internships, and advisory services. Virtually all PADIS' activities are of a technical assistance nature and are described fully in the document "Report on PADIS activities in 1988-1989, examination of approved work programme (1992-1993) and Medium-Term Plan 1992-1997" (E/ECA/PSD.6/26). Thus, in order to avoid repetition, these activities will only be outlined here in a summary form.

49. Training activities during the biennium included the holding of national level training courses for staff of PADIS national participating centres; subregional training courses in computerized documentation techniques; training courses in management of documentation and information centres; and the granting of fellowships and internships.

50. The training courses were as follows: 12 national level courses, including 8 in computerized bibliographic and statistical data base management techniques and 4 in specialized subjects (such as publication of data base contents, management of documentation and information centres and utilization of specific software), at the request of member States. Countries which benefited from these were Botswana, Cape Verde, Ethiopia, Gambia, Guinea, Malawi, Niger, Seychelles, Swaziland, Togo and Zambia.

51. Beneficiary countries of seven subregional training courses, three regional seminars and training courses, including one study tour were 35, viz.: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Comores, Congo, Egypt, Ethiopia, Gabon, Ghana, Guinea, Kenya, Lesotho, Malawi, Mauritius, Morocco, Mozambique, Niger, Rwanda, Sao Tome and Principe, Senegal Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zaire, Zambia and Zimbabwe. Six countries benefited from fellowships and internships at PADIS: Cameroon, Djibouti, Ethiopia, Madagascar, Niger and Togo. The total number of individuals trained in these exercises was 264.

52. During the period PADIS fielded 10 advisory missions to member States (Algeria, Benin, Burkina Faso, Congo, Kenya, Malawi, Rwanda, Tanzania, Zambia and Zimbabwe) and 5 to institutional participating centres (subregional and regional development institutions with significant documentation and information activities). The topics included assessment of needs in information and documentation, formulation of information policies and plans, design of national/sectoral information systems; choice of information technologies, identification of lead institutions and establishment of subregional centres.

53. PADIS also undertook other technical co-operation activities on topics related to development information. Data base and information exchanges, in the form of manual inputs or printouts, diskettes and magnetic tapes took place between PADIS and 28 countries, namely: Algeria, Benin, Botswana, Burkina Faso, Cape Verde, Central African Republic, Congo, Egypt, Equatorial Guinea, Ethiopia, Gambia, Ghana, Guinea, Malawi, Mauritius, Morocco, Niger, Nigeria, Rwanda, Senegal, Seychelles, Sierra Leone, Sudan, Swaziland, Togo, Uganda, Zaire and Zambia.

VI. CONCLUSIONS

54. As shown in the brief report which has just been given, the ECA technical assistance in planning, statistics, demography and information sciences during the period 1988-1989 continued to focus on building up national capacities in these fields so that the member Countries will be less dependent on external technical assistance and will become self-reliant within a reasonable

period of time. This assistance also covered new areas such as the African Alternative Framework of Structural Adjustment Programmes for Socio-economic Recovery and Transformation and the Data Collection related to Development Programmes and Aid Flows in Africa.

55. ECA will endeavour to respond favourably to requests for assistance from its member States within the limits of the resources available. It should be pointed out in this connection that requests for advisory missions should be sent, preferably through the local UNDP offices, at least two months in advance in order to facilitate the administrative and technical arrangements for the missions.

56. The issue of training in the fields of planning, statistics, demography and information sciences will continue to receive high priority in the ECA technical assistance. To this end, support will continue to be given to the relevant training institutions in Africa. Training workshop and seminars in selected areas of interest will be organized. Due attention will also be paid to the on-the-job training of local staff during missions to countries.

57. Finally, efforts will continue to be made to ensure appropriate co-ordination of technical assistance activities in the above fields at the regional and sub-regional levels.

ANNEX

LIST OF PROJECTS PLANNED IN ECA IN THE FIELD OF DEMOGRAPHIC AND SOCIAL STATISTICS, POPULATION AND TRAINING AND DISSEMINATION

Division/Office Funding Agency and Project Title	Project Number	Expenditure Periods (in US dollars)		
		1986	1987	Total
I. SOCIO-ECONOMIC RESEARCH AND PLANNING DIVISION (SERPD)				
- UNDP				
Institute for Economic Development Planning (IDEP)	RAF/81/041	987,000	851,650	1,838,000
Total SERPD		987,350	851,650	1,838,000
II. STATISTICS DIVISION				
A - UNFPA				
(i) Regional Resource Centre in Demographic Statistics (RECDES)	RAF/81/P02	879,000	826,400	1,605,400
(ii) Systems and Economic Value of Children (Central African Republic, Kenya, Mauritius, Swaziland)	RAF/81/P03	251,000	228,720	479,720
(iii) Bilingual Workshop on Migration Statistics	RAF/84	---	66,000	66,000
Sub-Total A		1,130,000	1,121,120	2,251,120
B - UNFPA Component of Project				
- Female Fertility Determinants Surveillance Service	RAF/87/P02	63,000	161,000	224,000
C - UNDP				
(i) Statistical Development Programme for Africa (PRAS)	RAF/87/001	792,000	647,000	1,439,000
(ii) Data Collection Balance of Development Programme (DCBDP)				
Data Bloom in Africa	RAF/84/P01	91,000	107,000	211,000
Sub-Total C		883,000	863,000	1,746,000
Total Statistics Division		2,076,000	2,145,120	4,221,120
III. POPULATION DIVISION				
- UNFPA				
(i) Regional Demographic Activity				
Services	RAF/84/P04	135,000	349,000	484,000
(ii) CERPOD	RAF/81/P01	146,000	---	256,000
(iii) SOPEM-Africa	RAF/84/P05	210,000	475,730	685,730
(iv) IEPOMP	RAF/84/P03	348,000	971,000	1,319,000
(v) RTDS	RAF/84/P06	230,000	712,000	1,408,000
Total Population Division		1,069,000	2,414,810	4,794,730

INFORMATION SYSTEM (PADIS)				
A - UNDP				
(i) PADIS Phase III	RAF/76/053	833,326	759,239	1,592,565
(ii) Establishment of a data base and information service for the Mineral Industry of the Region				
Phase Study	RAF/81/015	37,700	147,600	215,200
(iii) Participation of Africa				
African Countries in PADIS	RAF/81/016	64,900	134,400	199,300
(iv) UNIDO				
- Expert Group Meeting on the Development of a Data Base on Women and Development	RAF/81/007	---	39,900	99,900
Sub-Total A		955,926	1,130,139	2,086,665
B - International Development Research Centre, Canada				
(i) Support to the Improvement and expansion of PADIS (PADIS) Activities Programme in Africa		18,078	---	18,078
(ii) Regional Seminar on Information and Interaction Policies in Africa		37,494	---	37,494
Sub-Total B		61,97		61,97
C - Union of Soviet Socialist Republics (USSR)				
- Study Tour on the Management of Information Technologies and Information Systems				
Training Workshop		---	145,000	145,000
D - Ford Foundation				
- Support for participants to Experts Group Meeting on Women and Development		---	10,000	10,000
Total PADIS		1,017,490	1,285,139	2,302,629
GRAND TOTAL		8,272,944	8,811,116	17,084,060
TOTAL UNFPA		1,275,350	3,531,160	6,756,510
UNFPA/GOVERNMENT OF CANADA		163,667	161,067	324,674
TOTAL UNDP		2,710,331	2,973,889	5,685,910
TOTAL IDRC		61,970	---	61,970
USSR		---	145,000	145,000
FORD FOUNDATION		---	10,000	10,000

ANNEX II

LIST OF REGIONAL ADVISERS IN POST DURING THE PERIOD

	Programme/Post Description	Duty Station	Entry on duty	Departure
1. Socio-Economic Research and Planning Division (SERPD)				
(i) O.Teriba (Nigeria)	Regional Adviser in Socio-Economic Surveys and Analysis	Addis Ababa	September 1985	July 1989
2. Statistics				
(i) E.A.Colecraft (Ghana)	RASDS: Chief Technical Adviser Demographic Statistics/Civil Registration (English-speaking countries)	Addis Ababa	July 1978	In post
(ii) Hamady Sow (Mali)	RASDS: Regional Adviser in Demographic Statistics (French-speaking countries)	Niamey MULPOC	July 1980	In post
(iii) Jean-Marc Hie (Cameroon)	RASDS: Regional Adviser in Data Processing	Addis Ababa	March 1985	In post
(iv) Oumar Bocoum (Mali)	RASDS: Regional Adviser in Census Cartography (French-speaking countries)	Addis Ababa	January 1983	In post
(v) R.R. Tripathi (India)	RASDS: Regional Adviser in Census Cartography (English-speaking countries)	Addis Ababa	September 1986	In post

(vi)	Abdou-Karim Diop (Senegal)	RASDS: Regional Adviser in Civil Registration (French-speaking countries)	Yaounde MULPOC	September 1981	Dec. 1989
(vii)	Zewdie Gebeyehu (Ethiopia)	RASDS: Regional Adviser in Data Processing (English-speaking countries)	Addis Ababa	July 1989	In post
(viii)	J.O. Onsembe (Kenya)	RASDS: Regional Adviser in Sampling (English-speaking countries)	Addis Ababa	August 1989	In post
(ix)	M. Chaari (Tunisia)	SDPA: Household Survey Specialist, Chief Technical Adviser	Addis Ababa	December 1987	In post
(x)	P.J. Pember (Australia)	ILO/ECA Regional Adviser in Household Surveys (PECP)	Addis Ababa	January 1986	In post
(xi)	H.E. Cirker (Fed.Republic of Germany)	Specialist in Survey Data Processing, AHSCP (under bilateral co-operation agreement with the FRG Government)	Addis Ababa	May 1986	June 1988
(xii)	L. Mbong-Mbong (Cameroon)	SDPA: National Accounts Specialist	Addis Ababa	September 1987	In post
(xiii)	T.C. Jones (United Kingdom)	Regional Adviser in National Accounts (UN regular programme of technical co-operation	Addis Ababa	July 1985	Feb. 1988

(xiv)	K.C. Wang (United Kingdom)	Regional Adviser in National Accounts (UN regular programme of technical co-operation)	Addis Ababa	November 1989	....
(xv)	K.K. Bockor (Togo)	SDPA: Statistical Training Adviser (French-speaking countries)	Addis Ababa	January 1983	In post
(xvi)	E.E. Ching'anda (Malawi)	SDPA: Statistical Training Adviser/ household survey specialist (English-speaking countries)	Addis Ababa	August 1984	July 1989
(xvii)	J. Tayo	UDEAC/DEP: Chief Technical Adviser	Bangui	November 1989	In post
(xviii)	A. Mayouya (Congo)	UDEAC/DEP: Expert in Demographic and Social Statistics	Bangui	July 1985	In post

3. Population

(i)	K.V. Ramachandran (India)	Regional Demographic Adviser (English-speaking countries)	Addis Ababa	September 1981	In post
(ii)	Pierre Fokom (Cameroon)	Regional Demographic Adviser (French-speaking countries)	Addis Ababa	June 1983	In post
(iii)	Moulie A. Gibril (The Gambia)	Regional Demographic Adviser (English-speaking countries)	Addis Ababa	May 1987	In post

ABBREVIATIONS

RASDS:	Regional Advisory Service in Demographic Statistics
SDPA:	Statistical Development Programme for Africa
AHSCP:	African Household Survey Capability Programme
UDEAC/DEP:	Union douanière et économique de l'Afrique centrale/Département pour les études de population